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MEETING DEVELOPMENT NEEDS

2 Meeting Development Needs

Development Needs and Distribution - Context

- 2.1 The spatial strategy of the Joint Core Strategy (LPP1) identifies the principal focus for new development across the District as the urban area of Winchester Town and the South Hampshire Urban Areas. Together these will account for the bulk of the District's objectively-assessed needs that, in total, amount to 12,500 new dwellings and about 20 hectares of new employment land to assist economic and community development over the Plan period 2011 – 2031. More locally-focussed development will take place in the Market Towns and Rural Area, reflecting the needs and requirements of those communities.
- 2.2 Policy DS1 of LPP1 seeks to make efficient use of land within existing settlements and prioritise previously developed land in accessible locations. It gives the three-way distribution of the total housing requirement as -
- Winchester Town 4,000 dwellings
 - South Hampshire Urban Areas 6,000 dwellings
 - Market Towns and Rural Area 2,500 dwellings
- 2.3 Since the adoption of LPP1, the Council has continued to monitor net housing completions in the District, and to update/review its [Strategic Housing Land Availability Assessment](#) (SHLAA) in terms of site availability and capacity. Details of the remaining housing requirement for the sub-areas, and the individual settlements within them, are set out in the respective sections of this document.
- (i) Winchester Town**
- 2.4 Policy WT1 of LPP1 sets out how the spatial planning vision for Winchester will be achieved, namely by means of –
- Some 2000 new homes through development and redevelopment of existing sites and premises within and adjoining the defined built-up area
 - About 2000 homes at Barton Farm
 - Economic development and diversification
 - The town centre as the preferred location for new retail, commercial, leisure, culture and tourism development
 - Education facilities, including a new primary school at Barton Farm
 - Additional open space and recreation provision
 - Retention of existing and provision of new green infrastructure
 - Sustainable transport provision
 - Employment opportunities at Bushfield Camp
 - Highest design quality in new development.

(ii) South Hampshire Urban Areas

- 2.5 Policy SH1 of LPP1 seeks to deliver the vision for this spatial area through –

- A new community to the West of Waterlooville of about 3,000 new homes (with about 600 of these in Havant Borough)
- A new community to the North of Whiteley of about 3,500 new homes
- Peripheral green infrastructure associated with the North of Fareham Strategic Development Area ('Welborne')
- Commercial floorspace at Whiteley, Segensworth and West of Waterlooville (most already committed)
- Protection of important natural assets, particularly habitats of national and international importance and settlement gaps.

(iii) Market Towns and Rural Area

- 2.6 This spatial area includes the 50 or so smaller settlements ranging from market towns, with a population of several thousand, to small hamlets of a few dwellings. The area of the South Downs National Park will be subject to a separate Local Plan so is excluded from LPP2 (see 1.4 above). LPP1 Policy MTRA1 'development strategy' focuses the provision of new homes to meet the local housing needs of the settlements. Development should be of an appropriate scale so as not to exceed the capacity of existing services, or be accompanied by required improvements to infrastructure provision.
- 2.7 LPP1 Policy MTRA2 ('Market Towns and Larger Villages') requires about 500 new homes in both Bishop's Waltham and New Alresford, and about 250 homes in each of the larger villages of Colden Common, Denmead, Kings Worthy, Swanmore, Waltham Chase and Wickham. Housing, employment, retail and services should be accommodated 'within existing settlement boundaries in the first instance. Sites outside settlement boundaries will only be permitted where, following an assessment of capacity within the built-up area, they are shown to be needed, or to meet a community need or realise local community aspirations identified through a Neighbourhood Plan or other process which demonstrates clear community support.'
- 2.8 All development sites should be appropriate in scale and design and conserve each settlement's identity, countryside setting, key historic characteristics and local features. Development should also reflect the need to protect areas that have been designated for their local, national, or international importance, such as settlement gaps and the South Downs National Park. Economic and commercial growth will also be supported to maintain and improve the shopping, service, tourism and employment roles of the settlements.
- 2.9 Housing and other development requirements at Denmead will be delivered through its Neighbourhood Plan (see section 4.9).
- 2.10 Policy MTRA3 relates to other settlements in the Market Towns and Rural Area. Development and redevelopment opportunities are supported within the defined boundaries of the listed settlements, to meet local needs. LPP1 Policy CP4 allows for affordable housing to be developed on exception sites to meet identified local needs. No housing target is specified in the LPP1 for these settlements, so no allocations are being made through LPP2 in the MTRA3 settlements (see section 4.10).

Site Selection: Assessment Methodology

- 2.11 The assessment of potential site allocations was broadly undertaken in stages, although the process was interwoven with the Sustainability Appraisal and on-going liaison with Parish Councils, their representatives, the Winchester Town Forum, and local community consultation. Liaison with landowners, developers and their agents has also been on-going to establish the availability of sites and the prospects of delivery, with some sites being removed or added during the process as a result.
- 2.12 The assessment has aimed to ensure that the Council meets its statutory obligations and that the sites are selected for a proposed allocation based on a thorough appraisal of their suitability. However the process has also been iterative, more organic than mechanical, with the most suitable sites being identified progressively and in accordance with the principles of localism. The process of site selection is explained more fully in the 'Housing Site Assessment Methodology' background paper.
- 2.13 For the reasons set out in the spatial strategy context provided by the LPP1, the sites to be allocated are associated with Winchester Town and the eight 'MTRA2' settlements (of which Denmead is now developing a Neighbourhood Plan). The assessment process indicated, at a very early stage, that there would not be enough suitable and available land within any of the eight market towns and larger villages to accommodate the required amount of new housing. New allocations would therefore need to be found in the form of sustainable extensions to the existing built-up areas of these settlements, although this is not necessary in the case of Winchester Town.
- 2.14 The process described below relates primarily to the identification and assessment of sites for housing within the MTRA2 settlements. Employment and other community needs, including such as public open space, were also considered and where the evidence base suggested such requirements these were also factored in when sites were being considered. The starting point for identifying suitable sites was the Council's 'Call for Sites', during which a large number of sites were put forward by landowners/developers, and the evaluation of submissions as part of the Strategic Housing Land Availability Assessment (SHLAA).
- 2.15 For Winchester the analysis of completions and commitments, SHLAA sites within the existing urban area, redevelopment opportunities on sites subject to existing planning frameworks and assessments, together with windfall potential, means that no further allocations outside the existing settlement boundary need to be identified.
- 2.16 Initially data sheets and settlement profiles were provided to each of the Parish Councils to gather further baseline information on the existing state and needs of the settlement and its population. Parish Councils were also provided with site assessment checklists for completion based on their local knowledge.

- 2.17 Each site was assessed against a standardised set of key considerations covering a range of matters that affect the suitability of a site for development. The assessment recognised that the presence of one or more of the considerations may or may not render the site undevelopable; that some matters can be mitigated whilst others may be more fundamental and have a detrimental impact on the delivery of a site; and that some matters may only affect part of a site. This initial stage in the process did not therefore eliminate any sites but flagged those with more severe constraints, those with issues needing further investigation and those having more potential.
- 2.18 During this period (January to July 2013) the Parish Councils carried out engagement with various organisations, to assist with the data gathering. They also engaged with their local communities to inform them of the need to identify sites for development and to ask where they considered new development should go. As further information emerged from the work by the Parish Councils the assessment criteria were adjusted with some considerations being expanded in more detail for the second stage of assessment.
- 2.19 Subsequently, sites that could only accommodate less than 10 dwellings were eliminated, as were sites that were distant from the MTRA2 settlements because of their low sustainability. Where sites are within the South Downs National Park but adjacent to one of the settlements, they were flagged as such and still subject to assessments so that Winchester City Council may approach the National Park Authority if it was considered that the site is more suitable for allocation than alternative sites outside of the National Park. In the event, this situation did not arise.
- 2.20 The second stage involved updating the data sheets and profiles, site assessment checklists and preparing more detailed site assessments of constraints to evaluate site options. Specialist knowledge from within the City Council and external organisations was used to carry out assessments in relation to transport and access, landscape sensitivity, the historic environment and other aspects. It also included an initial Sustainability Appraisal of sites in each settlement to identify the likely significant effects on the environment, economic and social factors of the sites as potential allocations.
- 2.21 The final stage was aimed at identifying the preferred allocations. This involved consolidating the information from the specialised assessments of each site together with further emerging information on constraints, with information on community needs and site capacities.
- 2.22 A key element of this stage was the series of workshops held in September 2013 with parish and community representatives for the MTRA2 settlements. In addition to pulling together evidence and findings of research undertaken by the City Council and the local communities, the aim of these workshops was to consider a draft spatial development strategy for each settlement, including sites to be allocated for development.

- 2.23 Whilst it was clear the various sites had merits and disadvantages, it was equally clear that only a limited number of them would be required to meet each settlement's identified requirement. The pros and cons of having one or two large sites were compared with having a larger number of small sites. By using the established assessment methodology, and having due regard to the community's preferences that had emerged through earlier consultation events, and any community benefits that particular sites could provide (e.g. public open space for the new residents and to reduce existing shortages), the workshops were able to determine a shortlist of preferred sites or options to accommodate each settlement's residual net housing requirement (in Denmead this has been progressed through a Neighbourhood Plan).
- 2.24 These were subject to further consultation with the local communities (from autumn 2013 to early 2014) before each Parish Council recommended its preferred site allocations to the City Council for its consideration in preparing this Draft Plan. Further details, including the outcome of the consultations, are given in the respective settlement sections (4.2 – 4.8) and the Consultation Statement.
- 2.25 The Denmead Neighbourhood Forum undertook its own discussions on site options and appointed an independent planning consultant to assist in drafting the Neighbourhood Plan. The 'Pre-Submission' Plan was approved by the Parish Council in March 2014 and subsequently published for public consultation. It was revised to take account of the comments received, submitted to the City Council, and published for formal comments in September 2014. Section 4.9 of this document gives more details of the Neighbourhood Plan's preparation and content.
- 2.26 The detailed matters addressed in the overall assessment process were –

Stage 1: Initial site sieving

Constraints

- Natural designations: Is the site likely to have a negative impact on a site of international/ national/ local biological or geological importance, e.g. Ramsar, Special Area of Conservation, Special Protection Area, Site of Special Scientific Interest, or Site of Importance for Nature Conservation?
- Historic designations: Is the site likely to have a negative impact on a listed building, a scheduled monument, conservation area, other registered heritage designation or known archaeological features?
- Mineral resources: Is the site identified for safeguarding in the Hampshire Minerals and Waste Plan?
- Trees and planting: Are there protected trees on the site?
- Water course and flooding: Is the site within Flood Zone 2 or 3 (medium–high probability of flooding)?
- Power cables and pipelines: Is the site affected by cables or pipelines to be safeguarded for access?
- Settlement gap: Is the site within a designated settlement gap as defined by

LPP1 Policy CP18?

- Highway access: Is the site landlocked, have existing access or may be capable of being accessed by vehicles from an adopted road.

Consistency with the Settlement Hierarchy and Strategy

- Is the site within, or adjacent to, the policy boundary of Winchester Town or an 'MTRA2' settlement?
- Is the site unrelated to Winchester Town or an 'MTRA2' settlement?
- Is the site within the South Downs National Park?
- Is the site in conformity with an adopted Village Design Statement or Parish Plan?

Availability

- Has ownership of the site been confirmed?
- Will the site be available for development within the plan period?

Stage 2: Settlement-based Assessments

Initial Sustainability Appraisal

- Likely significant effects of on the environment, economic and social factors of the potential allocations

Site Sustainability and Accessibility

- Proximity to public transport
- Proximity to local shops and services
- Proximity to primary schools
- Pedestrian links
- Vehicular access to the highway

Landscape Sensitivity Appraisal

- Physical landscape - landform and land cover, including agricultural land quality
- Experiential / Perceptual - including enclosure, intimacy, tranquillity and the existence of footpaths enabling access and enjoyment
- Historic Environment - including the existence of ancient woodland and parkland
- Biodiversity
- Visibility

Historic Environment

- Heritage Assets – including archaeology, conservation area, listed building, scheduled monument

Other Datasets and Issues

- Outstanding dwelling requirements – taking account of existing commitments and potential windfalls
- Physical capacity of sites to accommodate dwelling numbers needed
- Open space audit - quantity, quality and accessibility of various types of open space – the levels of surplus or shortage
- Capacity within existing services and infrastructure
- Character and setting of settlement

Stage 3: Preferred Sites

Consistency with key criteria

- Is the site within the settlement boundary?
- If not, is the site adjacent to the existing settlement boundary and well related to the pattern of development?
- Are there physical constraints on the site? e.g. within a medium-high risk flood zone, overhead power line
- Are there national or local policy designations? e.g. Site of Special Scientific Interest, Scheduled Ancient Monument
- Is the site close to existing facilities and services?
- Is there good access onto the site?
- Would the development detract from the landscape, important views and historic environment of the surrounding area?
- Can the site contribute to meeting other identified needs?
- Would development maintain the generally open and undeveloped nature of the gap between neighbouring settlements?
- How did the site rate in community consultation responses?

Site Selection: Community Engagement

(i) Market Towns and Rural Area

- 2.27 Community consultation exercises on the site allocations for LPP2 were carried out during 2013 and into the early part of 2014. All the Parish Councils within whose area the MTRA2 settlements are located undertook at least one round of consultation or other form of community involvement to obtain views on, or preferences for, development options. This included Denmead Parish Council through preparation of the Neighbourhood Plan. The approach varied from settlement to settlement, ranging from questionnaires on future needs for housing and facilities, and general locations for development, to exhibitions of preferred options and prospective developers' outline proposals. The exercise was not just about housing; it also sought to determine amounts and locations (if required) for other forms of development and recreational open space.
- 2.28 Reports of the outcomes of the final consultations were made to formal parish council meetings which considered and accepted the results of the consultation, endorsed the plan for their settlement, and/or agreed the final choice of sites to be recommended to Winchester City Council during spring/summer 2014. The exception is Shedfield Parish Council who made no formal resolution but was kept informed of progress by their Planning Committee, including that due process had been taken to consider available sites.

(ii) Winchester Town

- 2.29 Because Winchester Town is not parished, it was not possible to run workshops along the same lines as those for the rural settlements. However, a workshop with the Town Forum and other key community and economic

stakeholders was held in January 2014 to determine the specific development needs of Winchester and the options for meeting them. This was followed by a series of Ward-level public meetings and exhibitions in February/ March 2014 with a view to further refining the development options. Further details, including the outcome of the consultations, are given in Chapter 3.

Settlement Boundaries

- 2.30 Settlement boundaries are in planning terms a policy tool used to indicate on a map where particular policies that permit development within settlements, or restrict development outside settlements, apply. A settlement boundary is the dividing line between built-up/urban development (the settlement) and non-urban or rural development (the countryside). It can serve a number of related, but separate, purposes such as,
- creating an edge to existing development thereby encouraging consolidation;
 - helping to separate communities and therefore retain their individual identities; or
 - defining the logical boundary between areas with different features and purposes, e.g. between areas with environmental or landscape designations and those suitable for development.
- 2.31 The development strategy set out in LPP1 follows a sequential approach to development by establishing the capacity of sites within existing settlement boundaries in the first instance, before allocating sites outside and adjoining existing settlement boundaries to meet needs. Where new allocations are proposed through LPP2 or the Denmead Neighbourhood Plan outside existing settlement boundaries, the settlement boundary will need to be redrawn on the Local Plan Policies Map to include the new development allocations.
- 2.32 The boundaries of the larger settlements (Bishop's Waltham, Colden Common, Denmead, Kings Worthy, New Alresford, Swanmore, Waltham Chase, Wickham and Winchester Town) with a housing target to meet and/or with other identified growth have therefore been reviewed and the opportunity taken to consider whether other adjustments to existing settlement boundaries are needed. However, given that this Plan allocates all the sites required to meet the identified development needs of the District (including allowances for windfall developments in Winchester Town and Kings Worthy), there is no imperative to make any further adjustment to settlement boundaries. The 'Settlement Boundary Review' background paper sets out the basis for reviewing these boundaries.
- 2.33 Apart from the adjustments resulting from the allocation of specific sites to accommodate the planned growth, the Settlement Boundary Review indicates that settlement boundaries should be revised to take account of some developments that have happened since the boundaries were last defined in the Winchester District Local Plan Review (2006) (WDLPR). Built or committed development on the edge of settlements, where these are integral functionally and visually to the settlement, other than rural exception sites

(which should continue to be treated as such), should be considered for inclusion within the settlement boundary. This includes four sites identified as Local Reserve Sites in the WDLPR (under former Policy H.2): Pitt Manor and Worthy Road/Francis Gardens in Winchester; Little Frenchies Field, Denmead; and Spring Gardens, New Alresford. Minor revisions to settlement boundaries are recommended where small sites falling below the size threshold for inclusion as allocations are either surrounded on three sides by existing boundary, or are part of established rear gardens, and were assessed during the site assessment process and found not to be sensitive in landscape terms or otherwise harmful to settlement pattern or character.

- 2.34 The LPP1 makes a number of strategic development allocations at North Winchester (Barton Farm), Bushfield Camp, West of Waterlooville and North Whiteley. As these are eventually built out, they will create new or extended urban areas around which settlement boundaries will need to be defined. The strategic allocations include considerable areas of related peripheral open space so, until the boundaries of these are defined precisely through detailed planning consents, it is not possible or appropriate to define their settlement boundaries at this stage.
- 2.35 Public open space and other undeveloped areas, such as recreational space or school playing fields on the edge of settlements are part of a settlement's social, physical or environmental infrastructure and contribute significantly to the character or setting of a settlement. However, since the settlement boundary defines the edge of the built development, such open spaces should remain outside the defined boundary, where they are also protected from development by countryside policies.