



Meeting	Local Plan Advisory Group
Date and Time	Monday, 27th September, 2021 at 6.00 pm.
Venue	This meeting will be held virtually and a live audio stream can be listened to via <a href="http://www.winchester.gov.uk">www.winchester.gov.uk</a> .

If you are a member of the public and would like to listen to the audio stream of the meeting you may do so via [www.winchester.gov.uk](http://www.winchester.gov.uk)

## AGENDA

### PROCEDURAL ITEMS

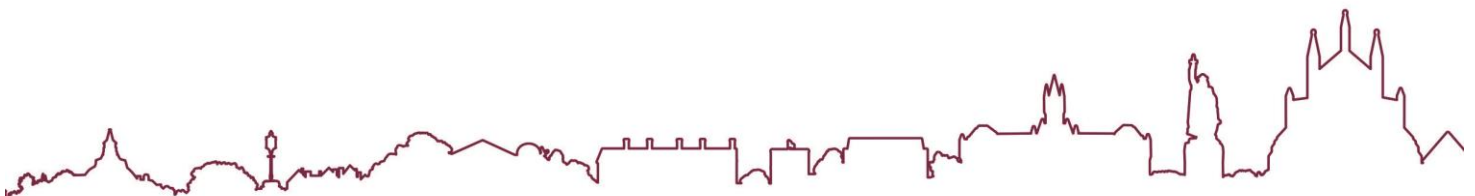
- 1. Apologies**  
To record the names of apologies given.
- 2. Disclosure of Interests**  
To receive any disclosure of interests from Members and Officers in matters to be discussed.

*Note: Councillors are reminded of their obligations to declare disclosable pecuniary interests, personal and/or prejudicial interests in accordance with legislation and the Council's Code of Conduct.*

- 3. To note any request from Councillors to make representations on an agenda item**  
Note: Councillors wishing to speak about a particular agenda item are required to register with Democratic Services three clear working days before the meeting. Please contact Democratic Services by **5pm on 21st September 2021** via [democracy@winchester.gov.uk](mailto:democracy@winchester.gov.uk) or (01962) 848 264 to register to speak and for further details.

Councillors will normally be invited by the Chairperson to speak immediately prior to the appropriate item.

- 4. Minutes of the previous meeting held on 1st July 2021 (Pages 5 - 8)**



5. **Public Participation**

To receive and note questions asked and statements made from members of the public on issues relating to the responsibility of this Advisory Group.

Members of the public may speak at Local Plan Advisory Group, provided they have registered to speak three working days in advance. Please contact Democratic Services **by 5pm on 21<sup>st</sup> September 2021** via [democracy@winchester.gov.uk](mailto:democracy@winchester.gov.uk) or (01962) 848 264 to register to speak and for further details.

6. SHELAA sites (2020 and 2021 SHELAA sites) (Pages 9 - 60)

Presentation Slides attached.

7. Analysis of the comments that have been submitted on the Local Plan Vision/Growth Strategy (Pages 61 - 140)

Presentation Slides and background documents attached

8. Next steps

**Lisa Kirkman**  
**Strategic Director and Monitoring Officer**

All of the Council's publicly available agendas, reports and minutes are available to view and download from the Council's [Website](#) and are also open to inspection at the offices of the council. As part of our drive to minimise our use of paper we do not provide paper copies of the full agenda pack at meetings. We do however, provide a number of copies of the agenda front sheet at the meeting which contains the QR Code opposite. Scanning this code enables members of the public to easily access all of the meeting papers on their own electronic device. Please hold your device's camera or QR code App over the QR Code so that it's clearly visible within your screen and you will be redirected to the agenda pack.



17 September 2021

Agenda Contact: Matthew Watson, Senior Democratic Services Officer  
Tel: 01962 848 317, email: [mwatson@winchester.gov.uk](mailto:mwatson@winchester.gov.uk)

## **MEMBERSHIP**

### **Local Plan Advisory Group**

Councillor Gordon-Smith (Chairperson)

Cllr Brook

Cllr Clear

Cllr Edwards

Cllr Evans

Cllr Horrill

Cllr Thompson

## **TERMS OF REFERENCE**

The purpose of the Advisory Group is to receive updates and discuss matters relating to the preparation of the Council's Local Plan and to assist the Cabinet and Council in their decision making so as to ensure:

- that the preparation of the Local Plan is integrated with the wider aims and objectives of the Council on behalf of its communities
- that Members are actively informed on progress on the Local Plan and provided with appropriate opportunities to participate in policy development
- that there is a shared understanding of issues relating the preparation of the evidence base, arrangements for community involvement, duty to cooperate with neighbouring authorities, preparation and publication of documents and associated public consultation.
- that there are high levels of public engagement with the preparation of the Local Plan

Whilst noting that decision making is a matter for Cabinet and Council, the Advisory Group may be expected to comment upon:

- the implications of the emerging evidence base and arrangements for community involvement; publication of preparatory draft documents and associated public consultation.
- any Local Plan document for initial consultation;
- any Proposed Submission Local Plan Document prior to submission to the Secretary of State.
- the Inspector's report and recommended modifications after the Examination.

Whilst it will normally meet in public the Advisory Group may meet privately to discuss matters which are confidential or policy related at the discretion of the Chairperson. As a non-decision making body the format of information and advice to the Advisory Group will primarily be by presentation and oral update rather than written report. A brief minute of the Advisory Group will be taken.

## **PUBLIC PARTICIPATION**

To receive and note questions asked and statements made from members of the public on matters which fall within the remit of the Advisory Group.

*NB members of the public are required to register with Democratic Services three clear working days before the meeting (see above for further details).*

### **Filming and Broadcast Notification**

This meeting may be recorded and broadcast live on the Council's website. The meeting may also be recorded and broadcast by the press and members of the public – please see the Access to Information Procedure Rules within the Council's Constitution for further information, which is available to view on the [Council's website](#).

# Public Document Pack Agenda Item 4

## LOCAL PLAN ADVISORY GROUP

Thursday, 1 July 2021

Attendance:

Councillors

Gordon-Smith (Chairperson)

Clear  
Edwards

Evans  
Horrill

[Full audio recording and video recording](#)

Apologies for Absence:

Councillors Brook and Thompson

---

1. **APOLOGIES**

Apologies for the meeting were noted as above.

2. **DISCLOSURE OF INTERESTS**

There were no disclosures of interest made.

3. **TO NOTE ANY REQUEST FROM COUNCILLORS TO MAKE REPRESENTATIONS ON AN AGENDA ITEM**

There were no requests made in advance of the meeting however several representations from members were considered under the respective agenda item.

4. **MINUTES OF THE PREVIOUS MEETING HELD ON 11 JANUARY 2021**

RESOLVED:

That the minutes of the previous meeting held on 11 January 2021 be agreed as a correct record.

5. **PUBLIC PARTICIPATION**

Two members of the public addressed the meeting.

Mr John Hearn spoke on behalf of the City of Winchester Trust. Mr Hearn advised that the Trust considered that City-wide Spatial Plans were the appropriate way to plan for a city such as Winchester. He was aware of several examples in the UK which could be adapted and felt that much of the work already undertaken through the “Vision for Winchester” project and the “Movement Strategy” could be utilised to this end. Mr Hearn suggested that the Town Forum Informal Planning Group would be a useful body to take this work forward.

Mr Patrick Davies addressed the meeting and agreed with the comments made by Mr Hearn. However, Mr Davies suggested that alternative, community groups should also be consulted and utilised so that the council received a wide range of views on the matters. Mr Davies believed that doing this at an early stage would avoid potential, future issues.

The Chairperson thanked Mr Hearn and Mr Davies for their contributions.

## 6. **POWERPOINT PRESENTATION ON THE LOCAL PLAN UPDATE**

Mr Fox, Strategic Planning Manager provided the advisory group with a presentation that had previously been circulated to members regarding the Local Plan, Strategic Issues and Priorities Consultation. The presentation was available on the council's website [at this link](#). Mr Fox provided members with details on several issues including engagement reach, respondent breakdown, use of social media and the next steps.

Members made a number of comments and asked several questions concerning the proposed design workshops which included the following:

- Was Winchester too large an area to tackle in one session?
- Was there enough emphasis on the rural areas of the district?
- Could engagement be undertaken with rural community groups as well as parish councils?
- A good plan for the Town area has benefits for the wider district.
- That the market towns shouldn't be expected to receive the same level of development as they had previously.
- That the findings from the green economic development strategy be discussed at a future meeting.

Members also raised several points relating to other changes they would like to see made to future local plan policies, these included:

- The re-purposing of existing buildings rather than demolition and re-building
- Increased requirements relating to the use of renewables for energy use and generation
- Building in greater requirements to improve biodiversity

- Promoting the use of cycling and walking ahead of vehicle use
- Building in the linkages between distinct closes/streets
- Allowing/enabling the conversion of un-used barns into dwellings

These questions were responded to by officers accordingly.

RESOLVED:

1. That the presentation and update be noted
2. That officers consider the points made by members

## 7. **DRAFT LOCAL DEVELOPMENT SCHEME**

Mr Fox, Strategic Planning Manager introduced the report. Mr Fox advised members that the Local Development Scheme (LDS) was in effect a project management tool that identified the different stages of the local plan process and was accompanied by a high-level timetable. The timetable culminated in the final stage of “Adoption and publication of Local Plan and revised Local Plan Policies - July/August 2024”. Finally, members were advised that the LDS would be considered at the cabinet meeting on 21<sup>st</sup> July 2021.

Members made comments and asked several questions concerning the LDS which included the following:

- The likely changes required because of the future, Government White paper
- The requirements on the authority to fulfil the “duty to cooperate”
- The current engagement with Partnership for South Hampshire (PfSH) and how their plans interact with the authority’s
- Potential issues with consultations taking place in August 2022 and August 2023 due to summer holidays
- The current engagement with the South Downs Nation Park Authority
- How the Local Plan would address issues within the district regarding gypsy and traveller sites
- Design issues need to be dealt with in a more comprehensive manner in the new local plan and this applies to the rural areas and market towns and not only the city itself. This aligns with proposed Government reforms
- That the Partnership for South Hampshire (PfSH) strategic area development be discussed at a future meeting.

These questions were responded to by officers accordingly.

RESOLVED:

1. That the report and update be noted.

2. That officers consider the points made by members

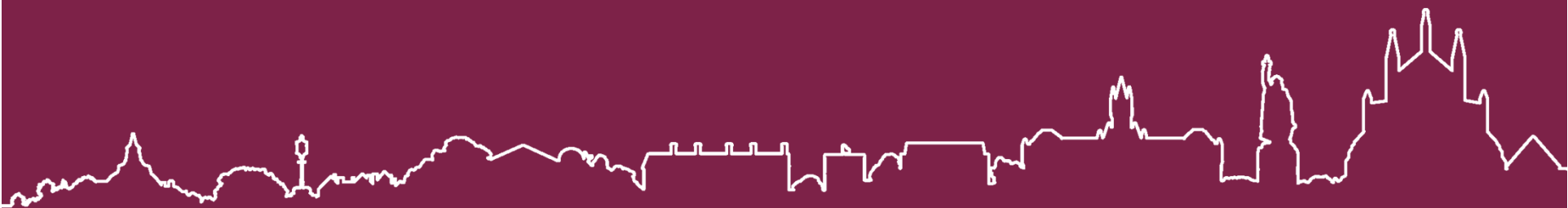
The meeting commenced at 4.00 pm and concluded at 5.15 pm

Chairperson



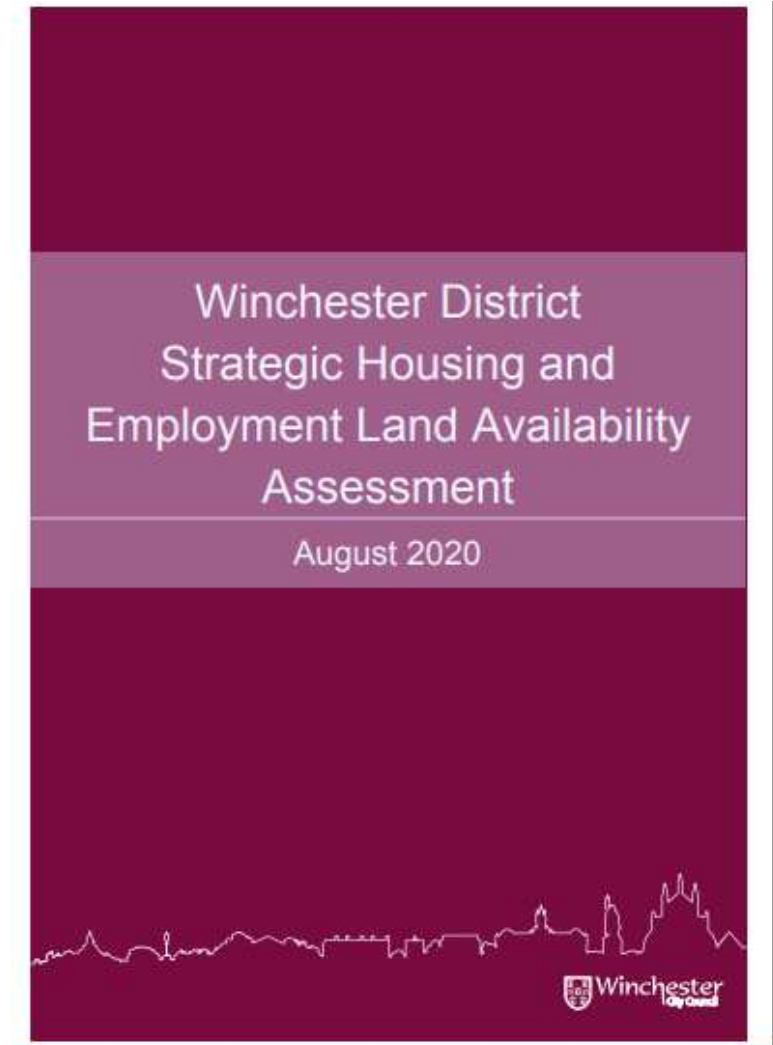
# Strategic Housing and Land Availability Assessment (SHELAA)

## Briefing September 2021



# SHELAA – OVERVIEW

Page 10



Call for Sites Jan – March 2020

Broad assessment of sites undertaken

‘SHELAA’ Published August 2020

Further Call for Sites Q1 2021

Further Assessment and Mapping Work Undertaken

This briefing outlines sites put forward. We will be seeking approval to publish Updated SHELAA 2021 and commence engagement with Parish Councils on specific sites.

# SHELAA – 2021 PROGRESS

Further Call for Sites: 15 Feb – 12 April 2021

Sought a wider range of sites with the potential for;

- Homes (including small sites, self and custom build, gypsy, traveller and travelling showpersons);
- Employment land;
- Biodiversity Net Gain and Offsetting;
- Green Infrastructure;
- Carbon Offsetting;
- Nitrogen Offsetting;
- Renewable Energy; and
- Brownfield Land

# SHELAA 2021 – HIGHLIGHTS

## Call for Sites 2021:

- **115** housing sites submitted (= 98 'new' and 17 'resubmissions')
- **10** 'green sites' submitted (yet only 5 have landowner's consent)

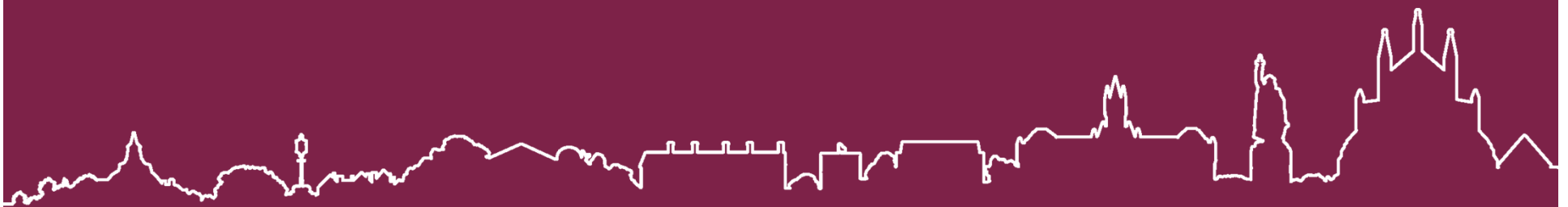
## **4** sites withdrawn:

- HCC sites: (CS05, CU17, WIN15); and
- Royal Down (HU02) replaced with smaller site HU12

**TOTAL NUMBER OF SITES BEING ASSESSED:**

= 391 housing/ employment sites + 10 green sites

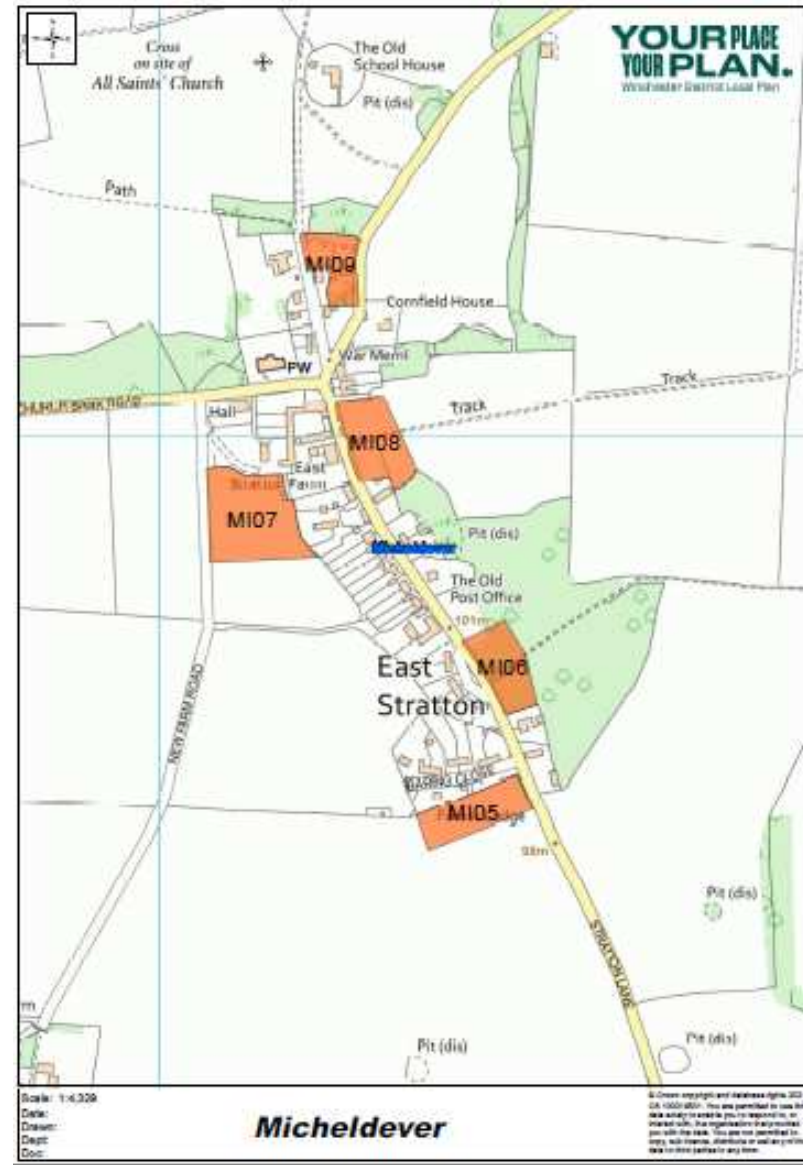
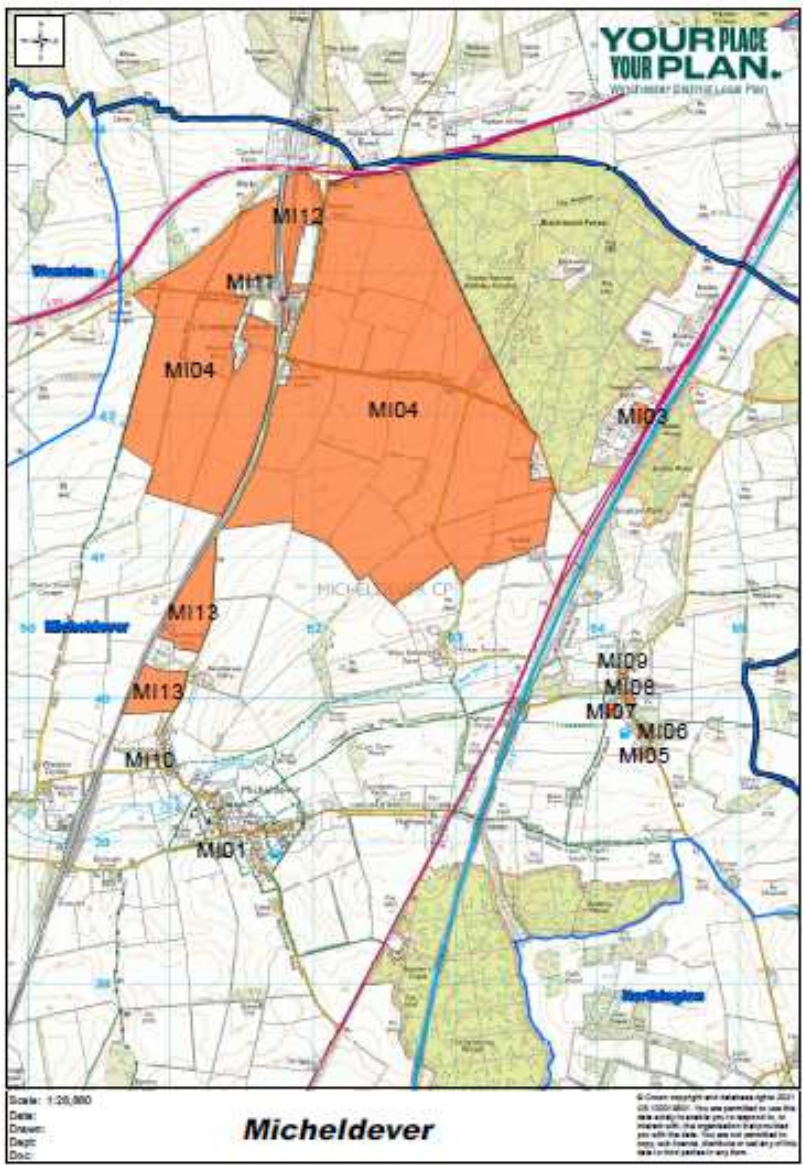
# SHELAA Sites – Parishes in the north of the District



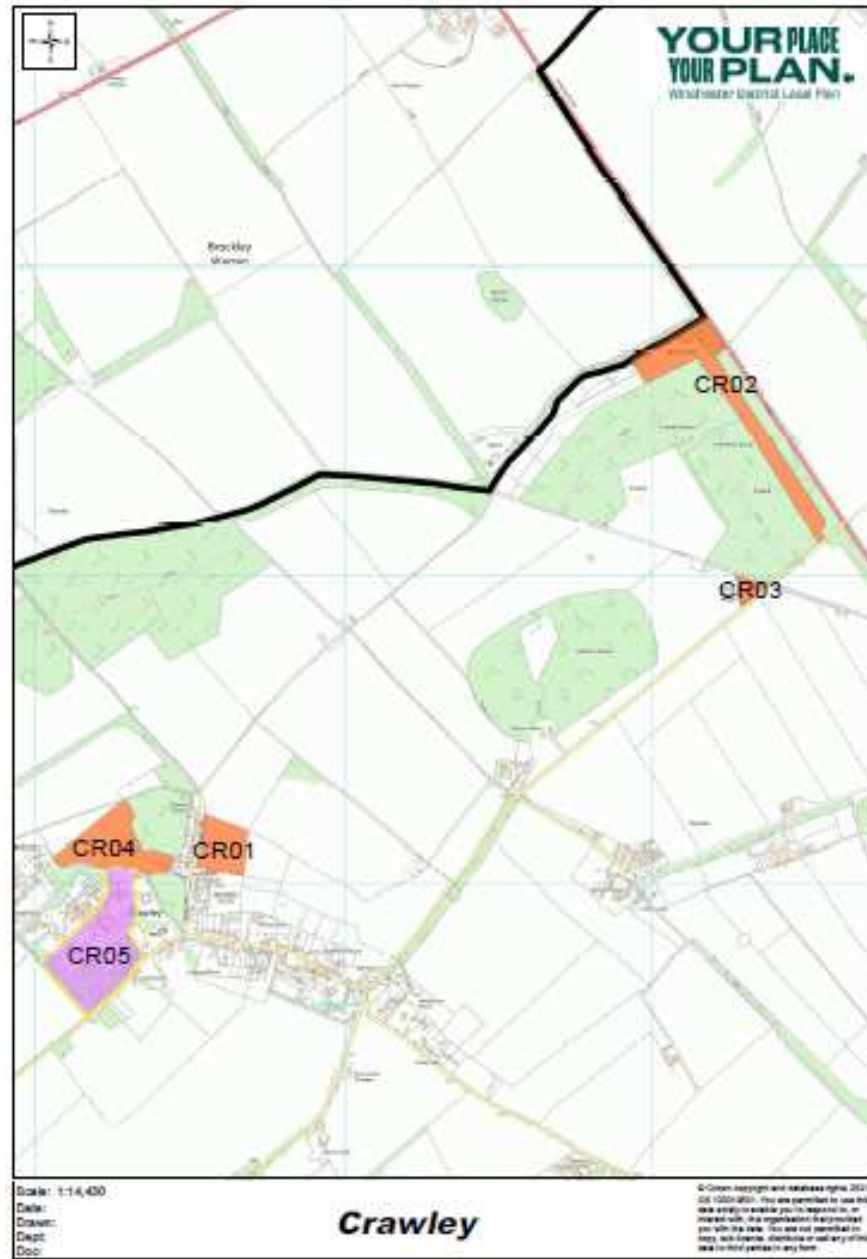
# WONSTON



# MICHELDEVER

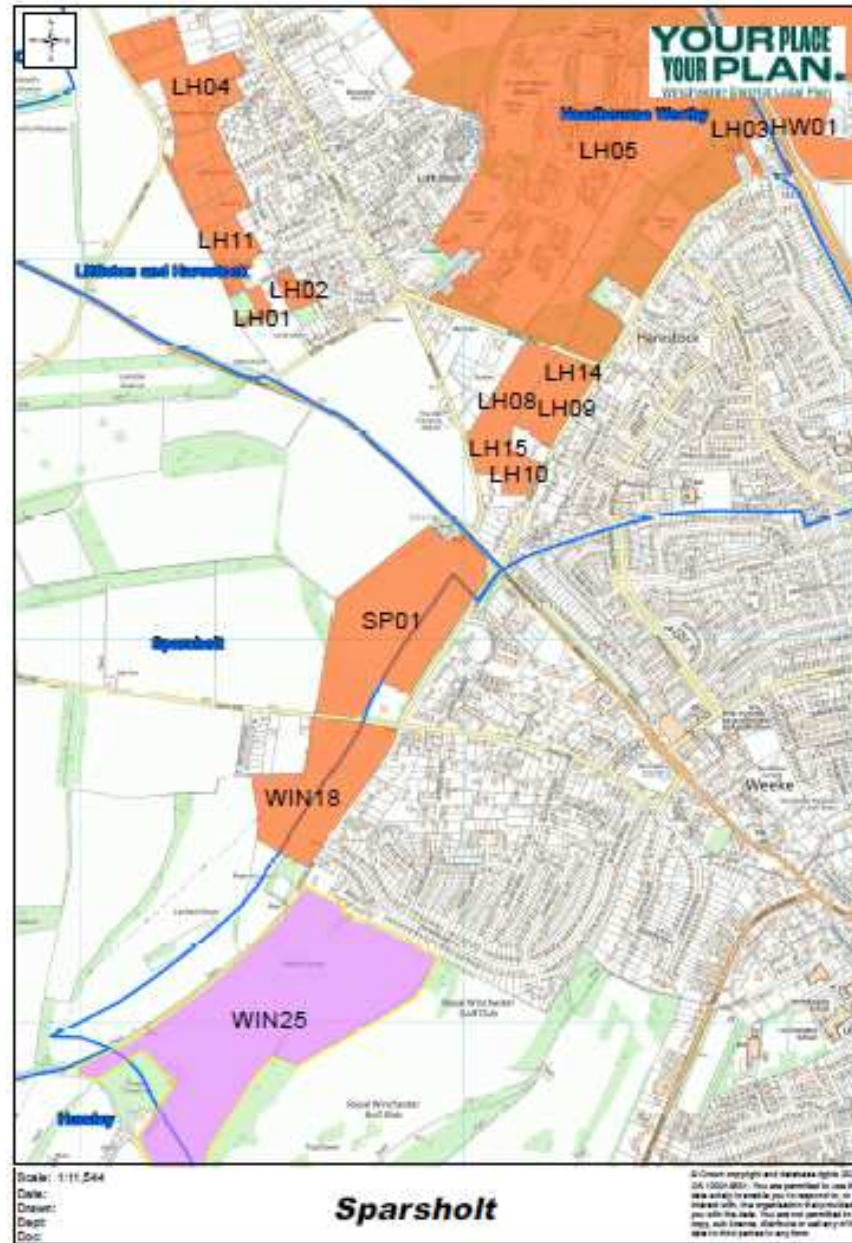


# CRAWLEY

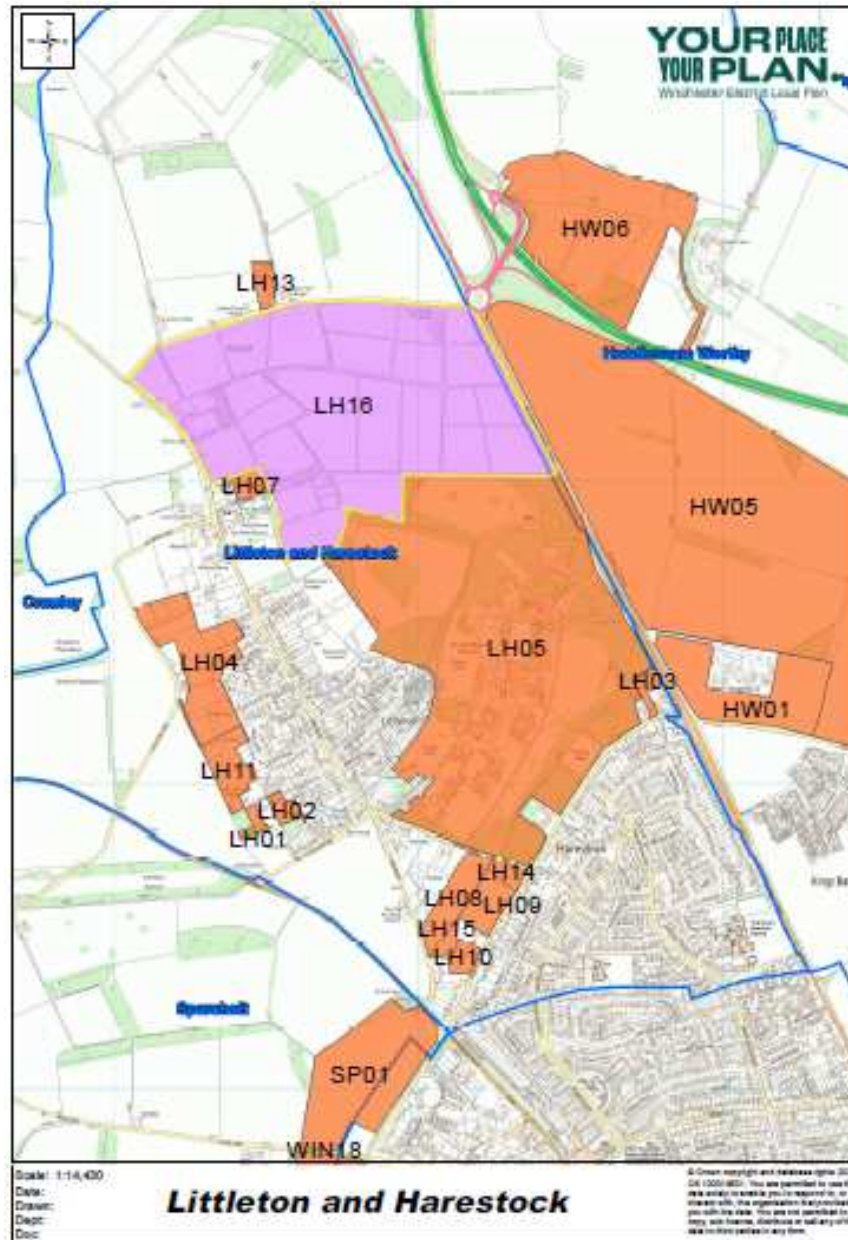




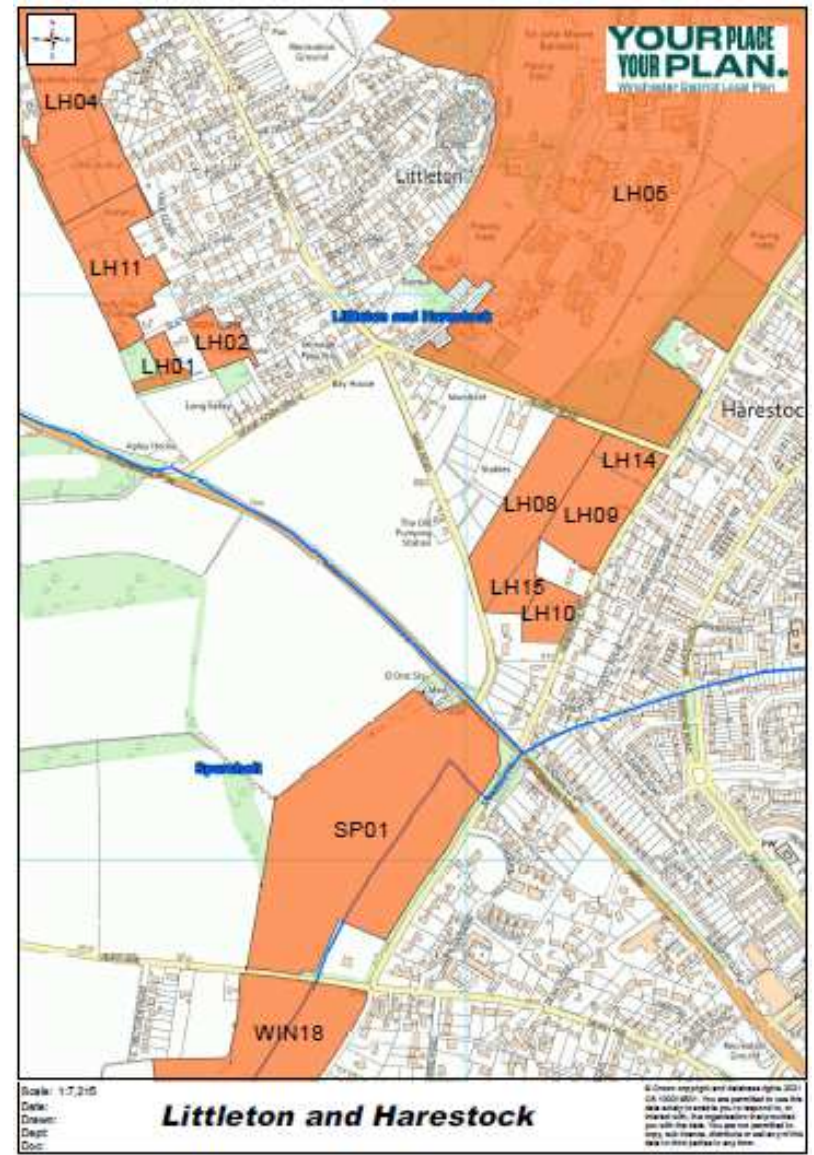
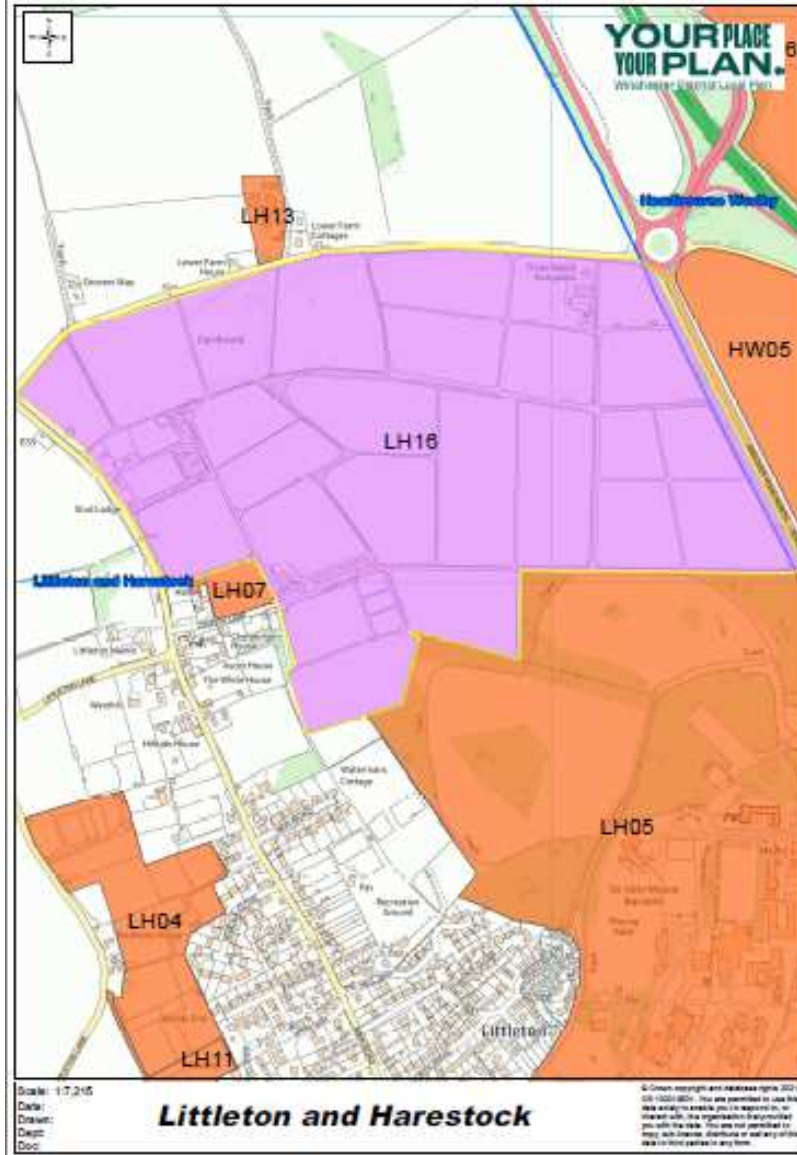
# SPARSHOLT



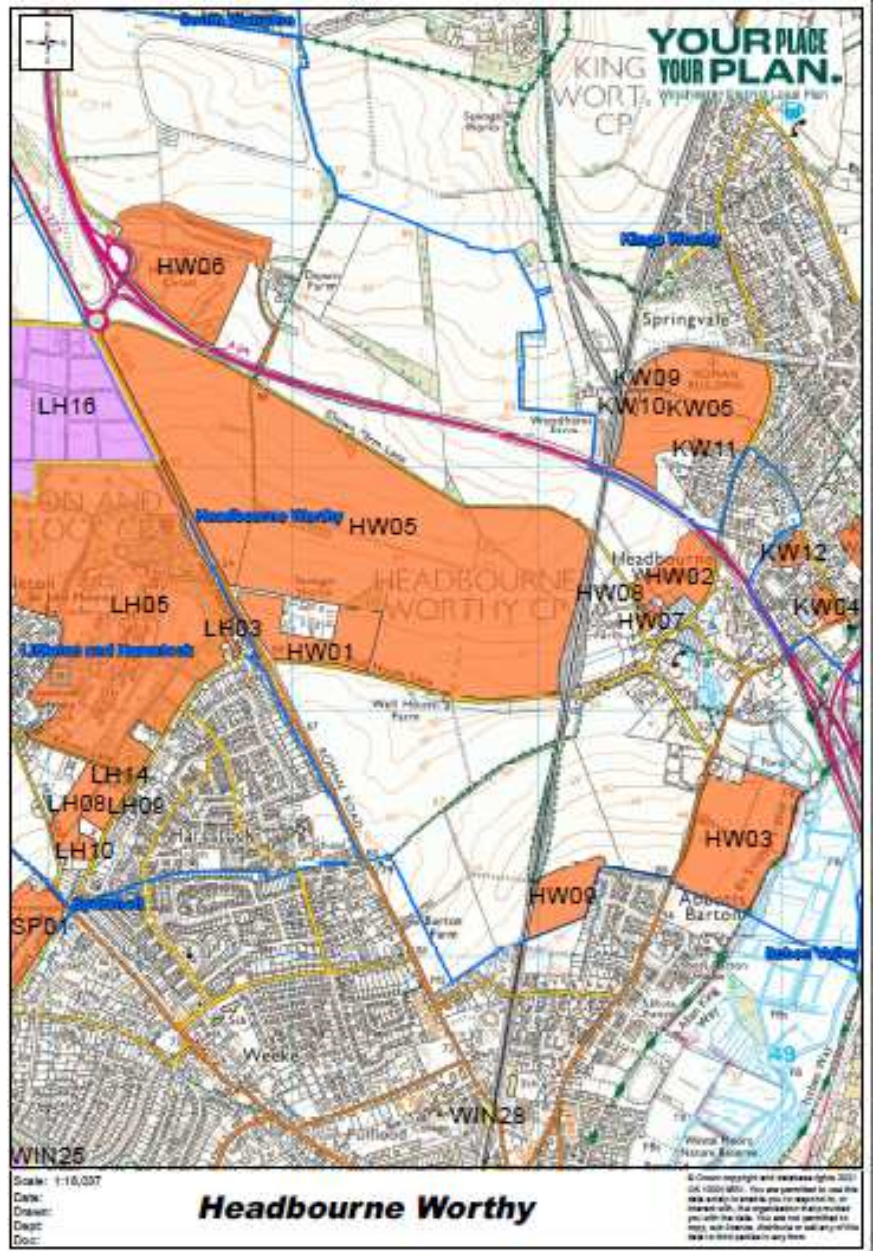
# LITTLETON AND HARESTOCK



# LITTLETON AND HARESTOCK - detail



# HEADBOURNE WORTHY

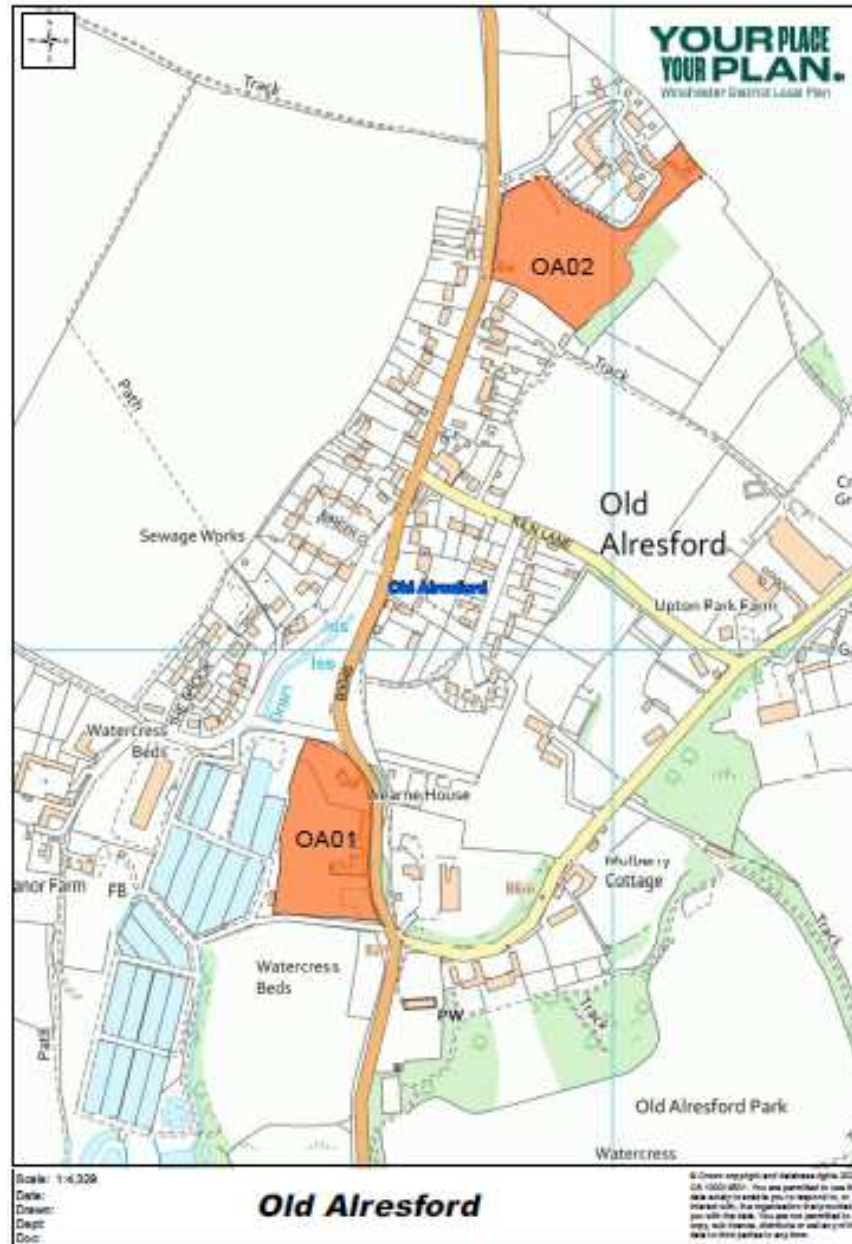


# SOUTH WONSTON





# OLD ALRESFORD

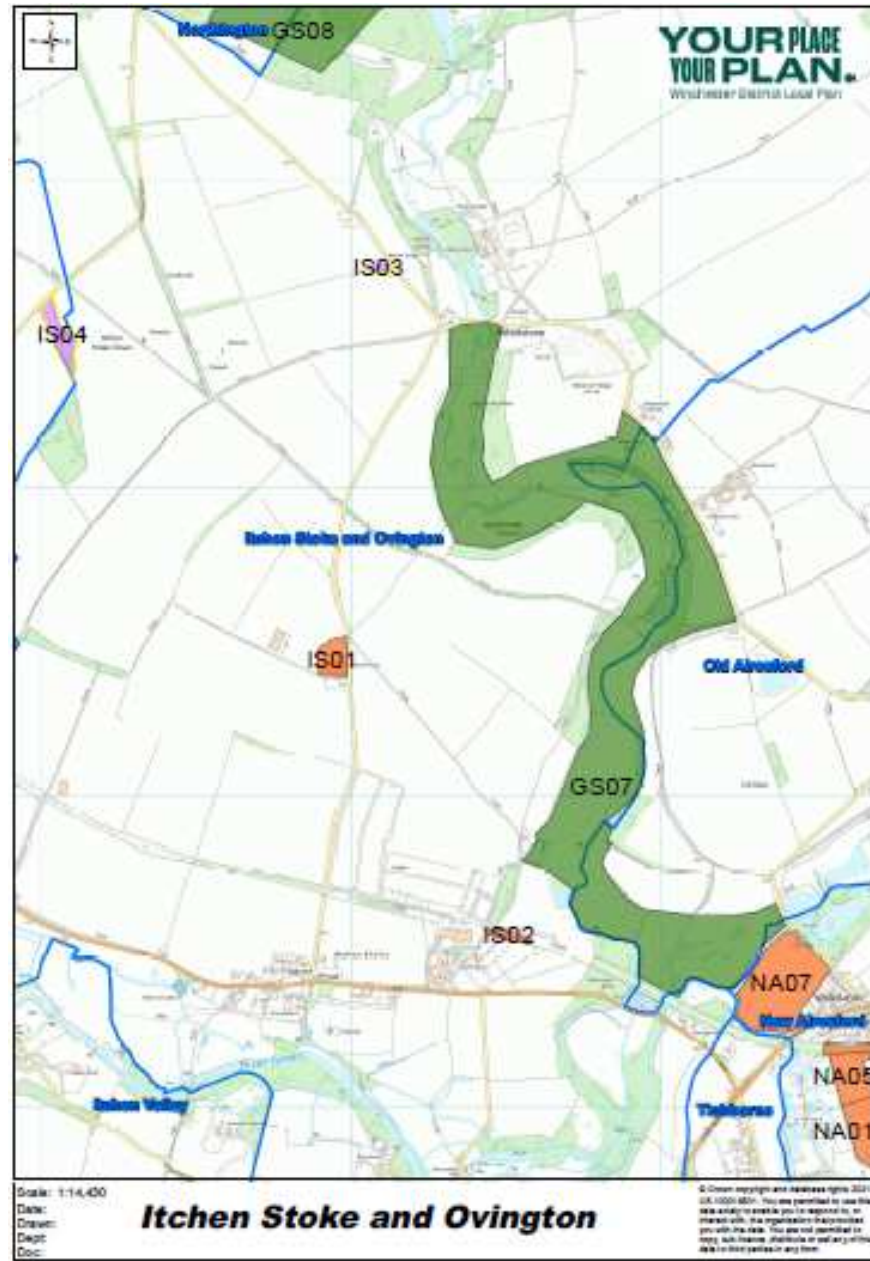


# NORTHINGTON

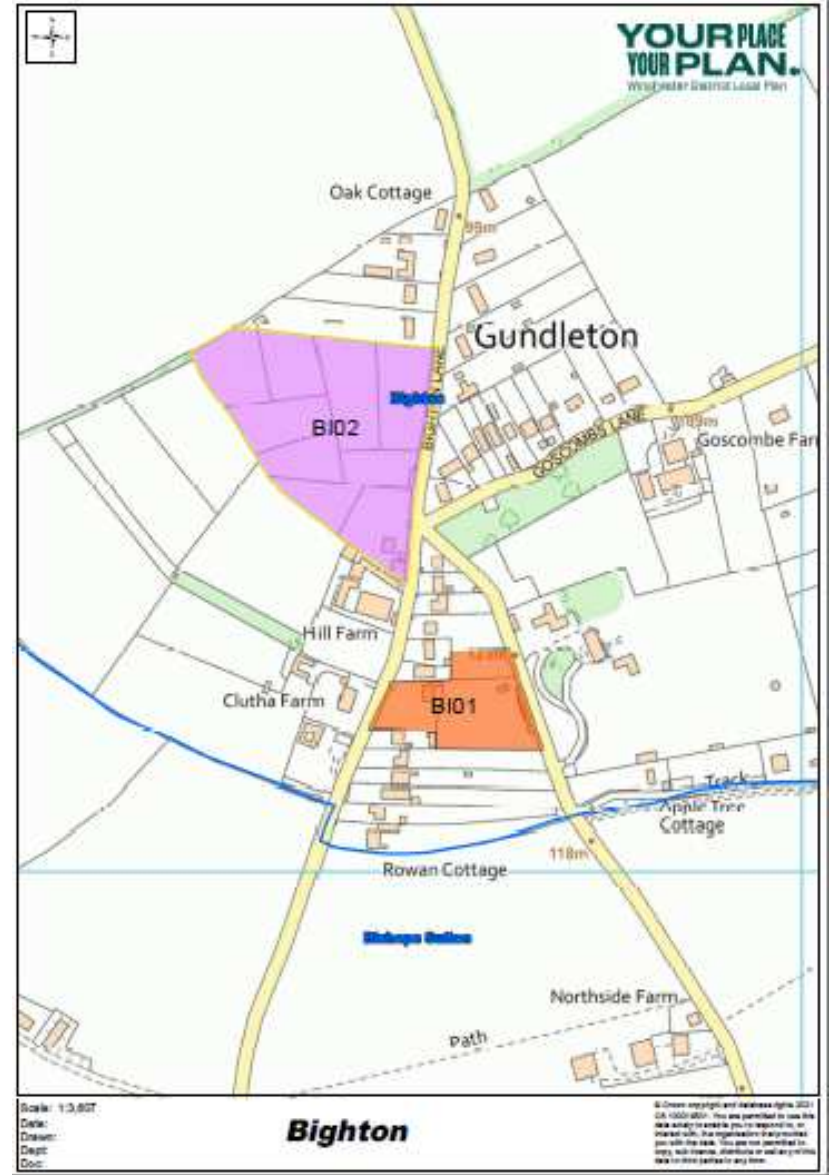




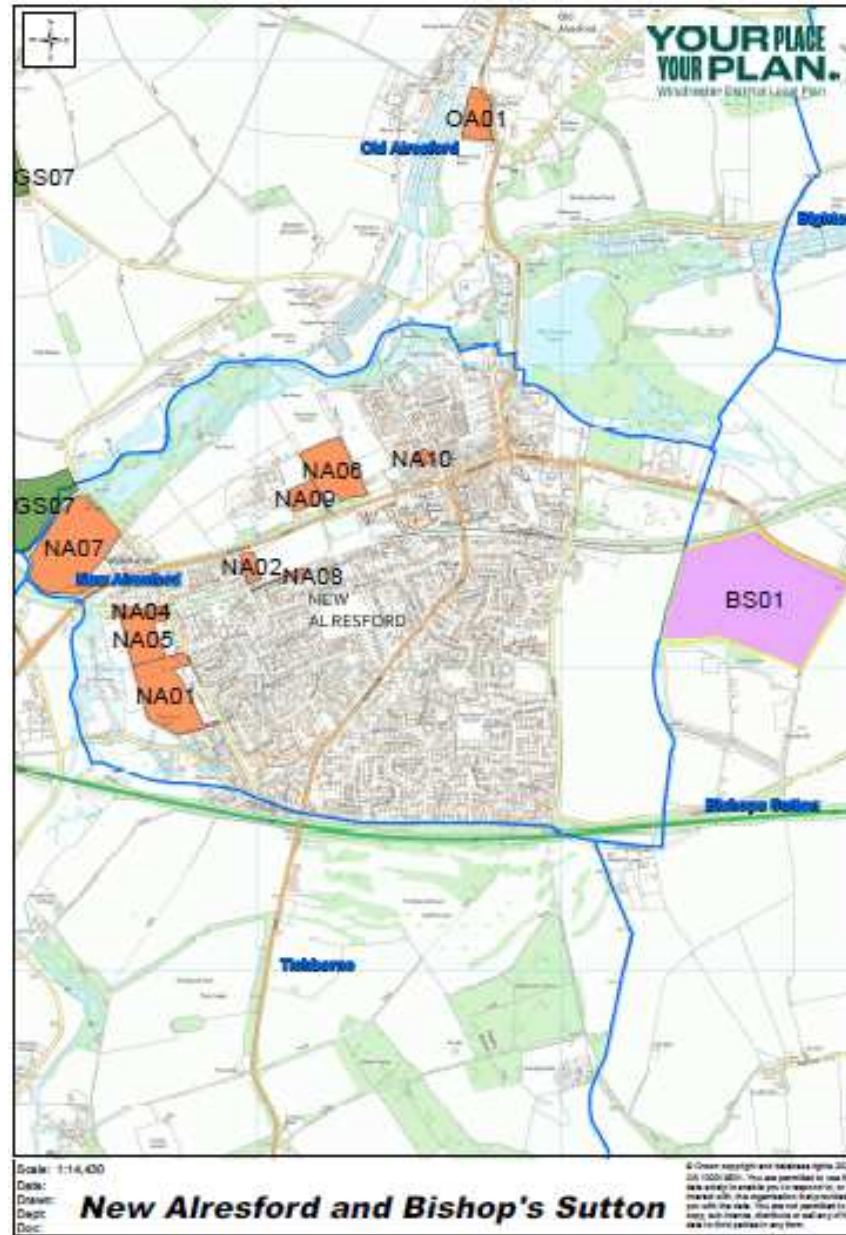
# ITCHEN STOKE AND OVINGTON



# BIGHTON



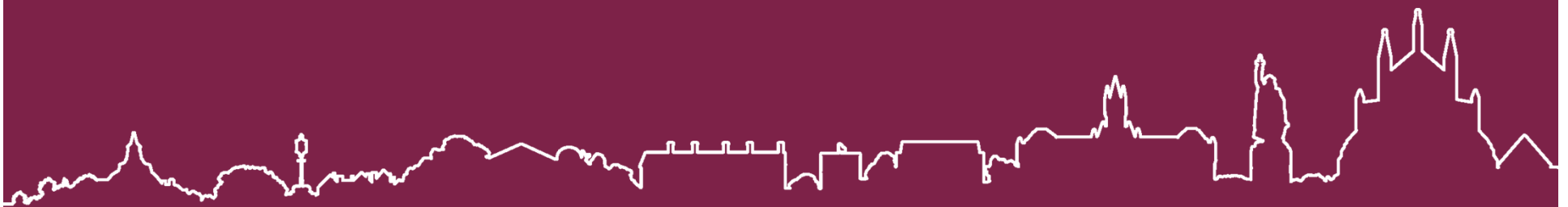
# NEW ALRESFORD AND BISHOP'S SUTTON



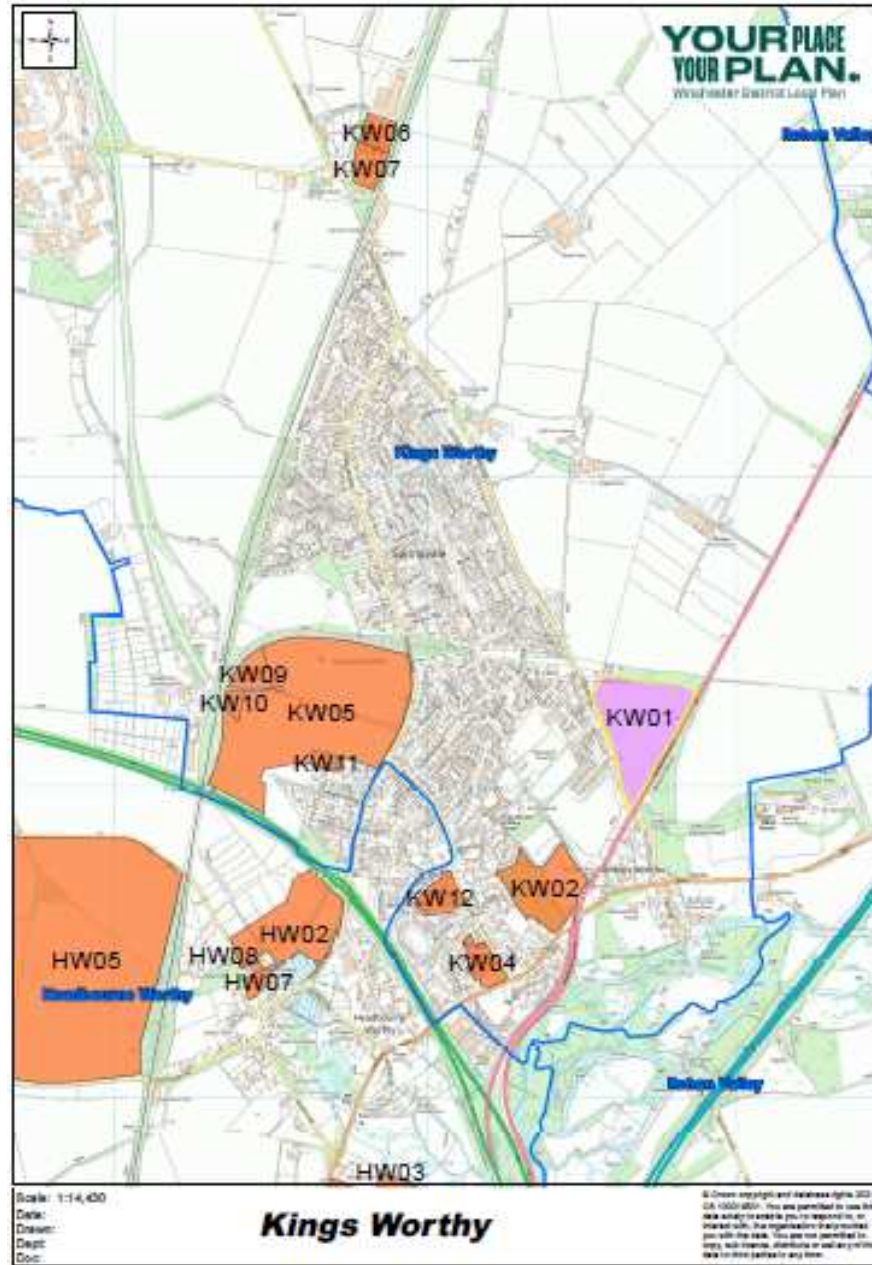
# ITCHEN VALLEY



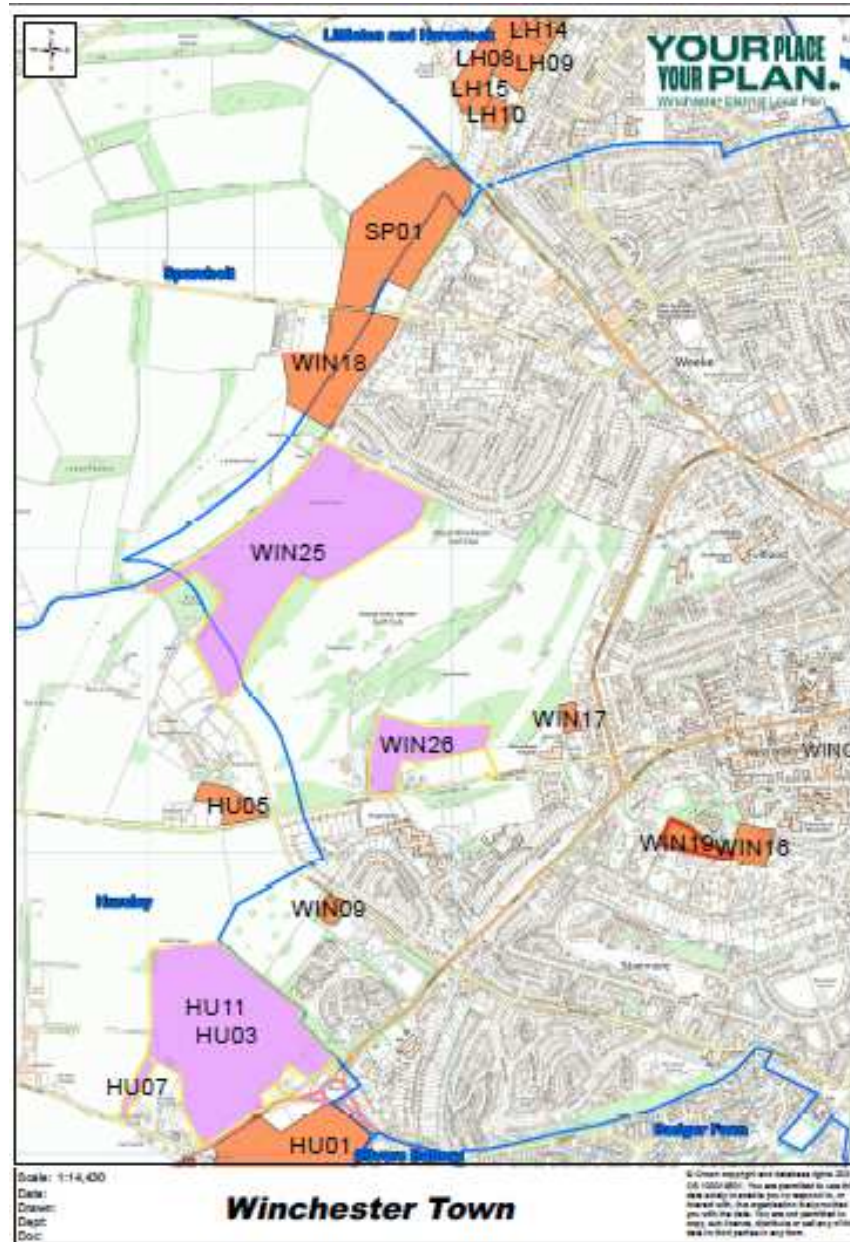
# SHELAA Sites – Winchester and Surrounding Parishes



# KINGS WORTHY



# WINCHESTER TOWN

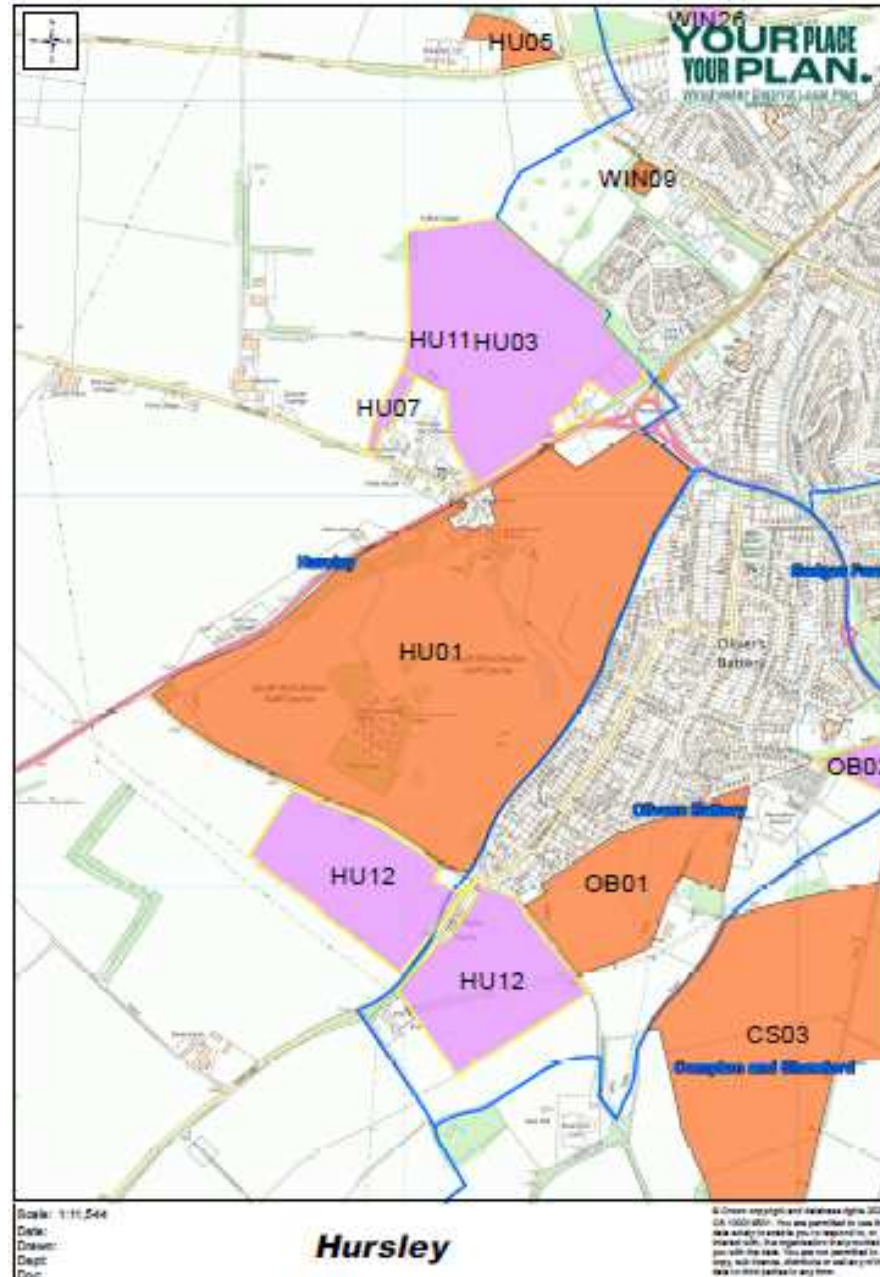


# WINCHESTER TOWN- detail



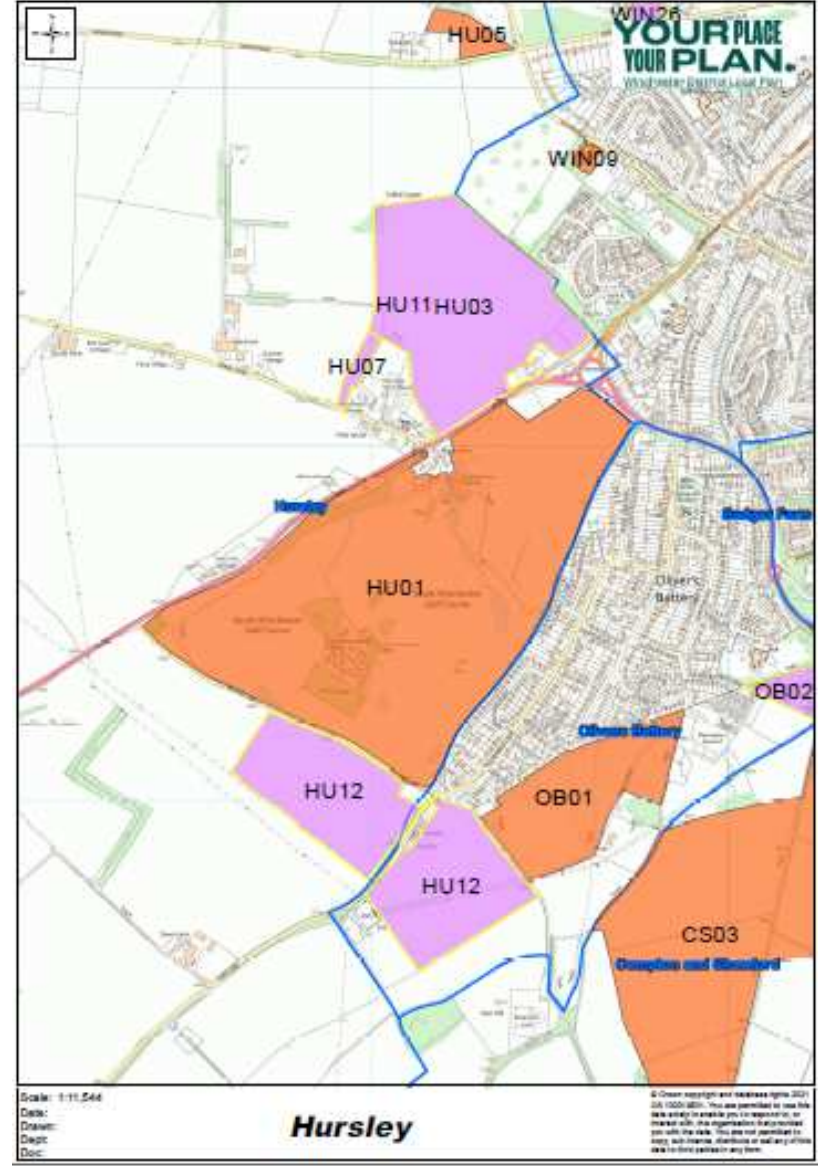
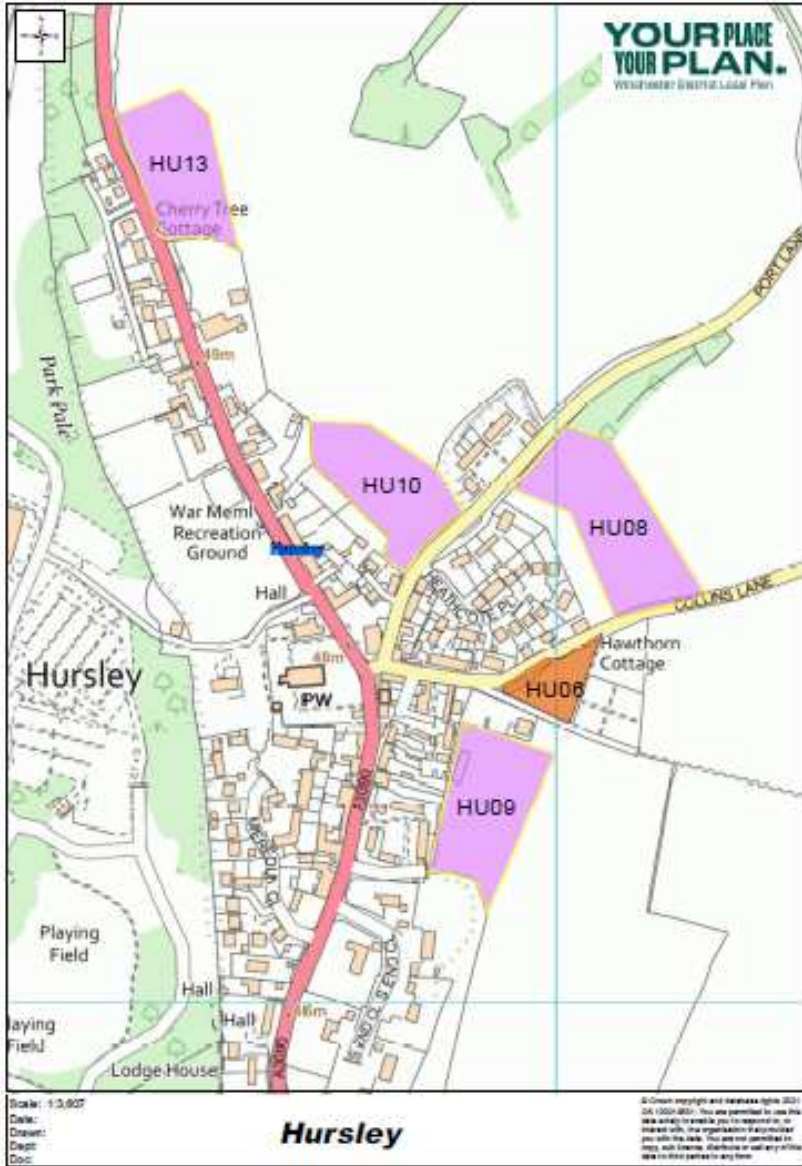


# HURSLEY

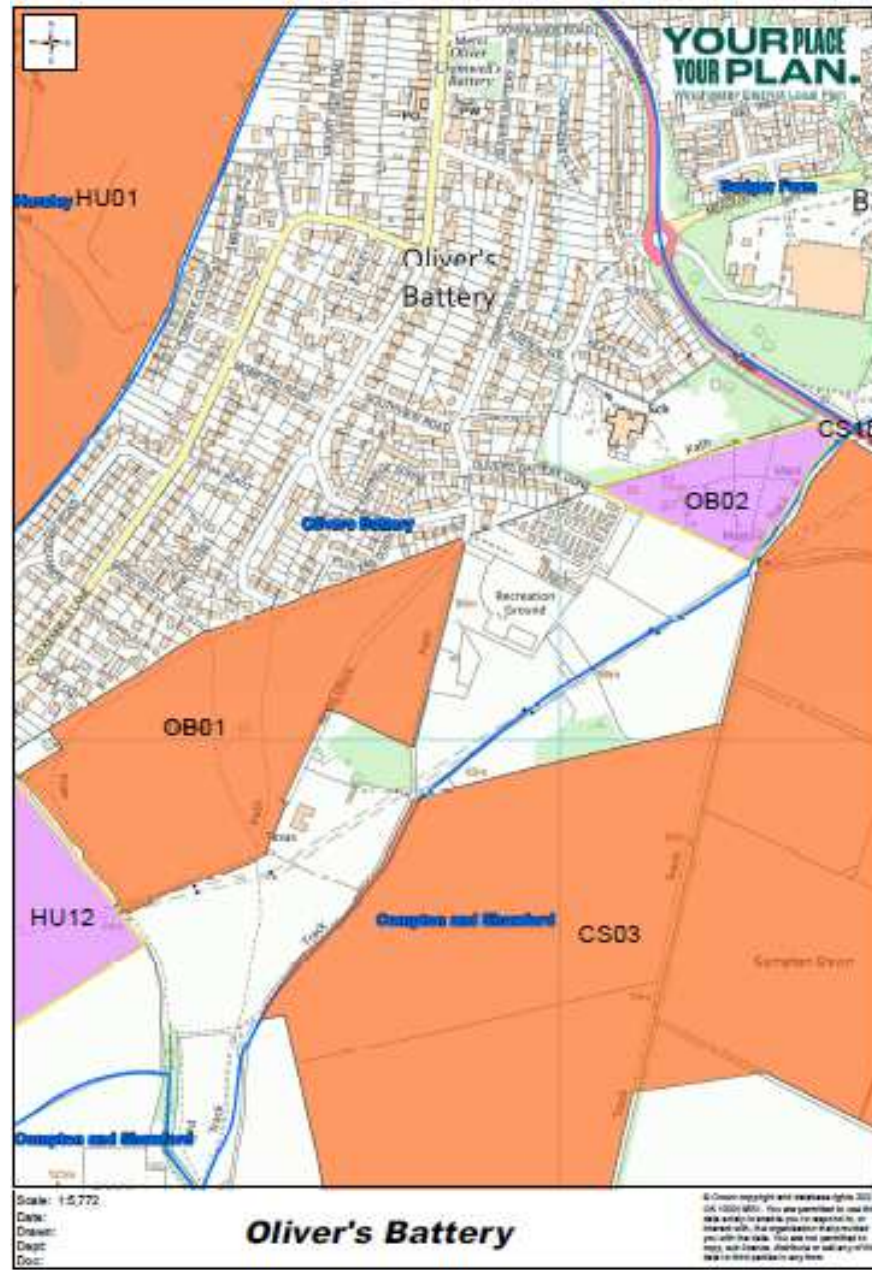


# HURSLEY - detail

Page 34



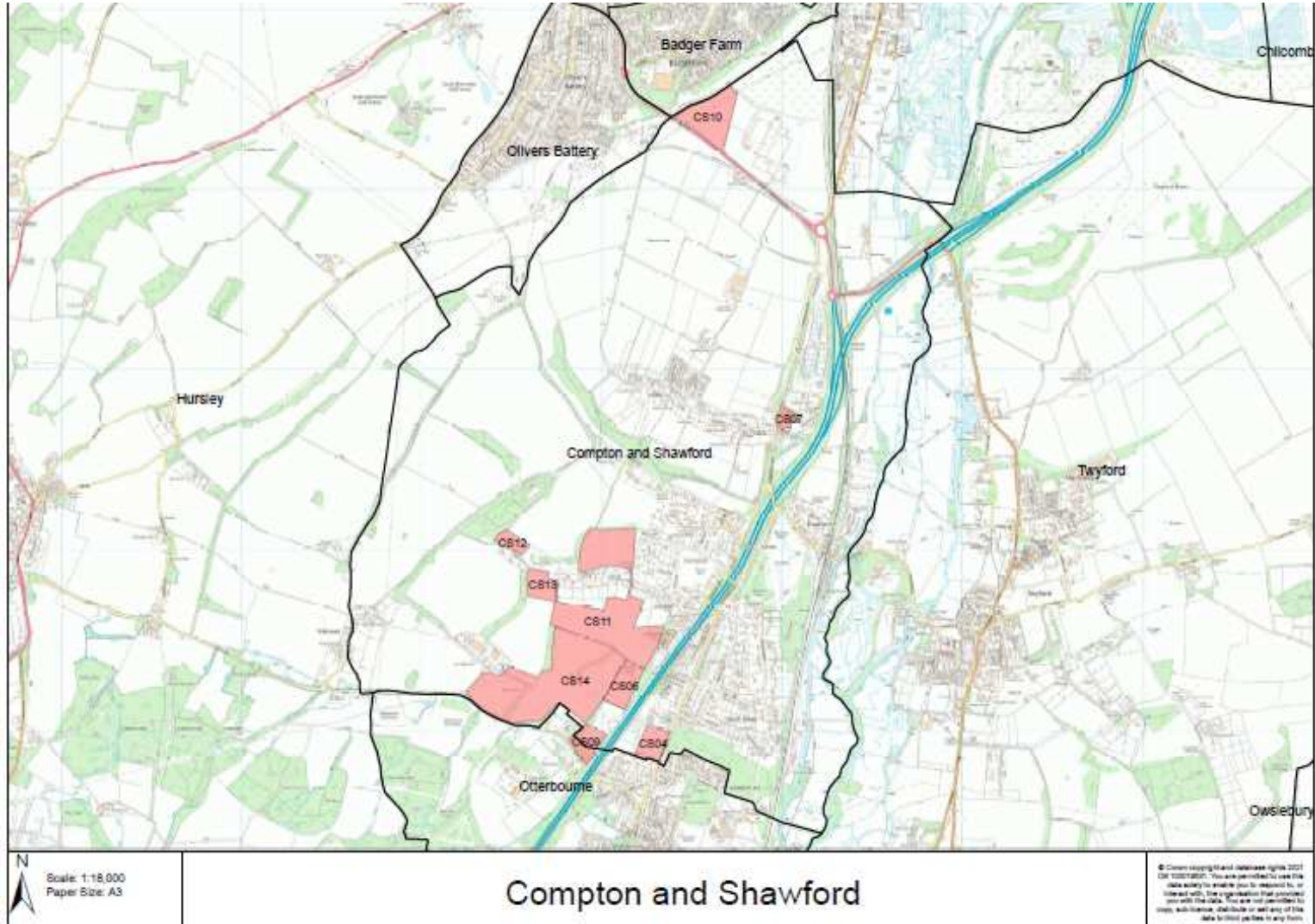
# OLIVER'S BATTERY



# SHELAA Sites – Parishes in the south of the District

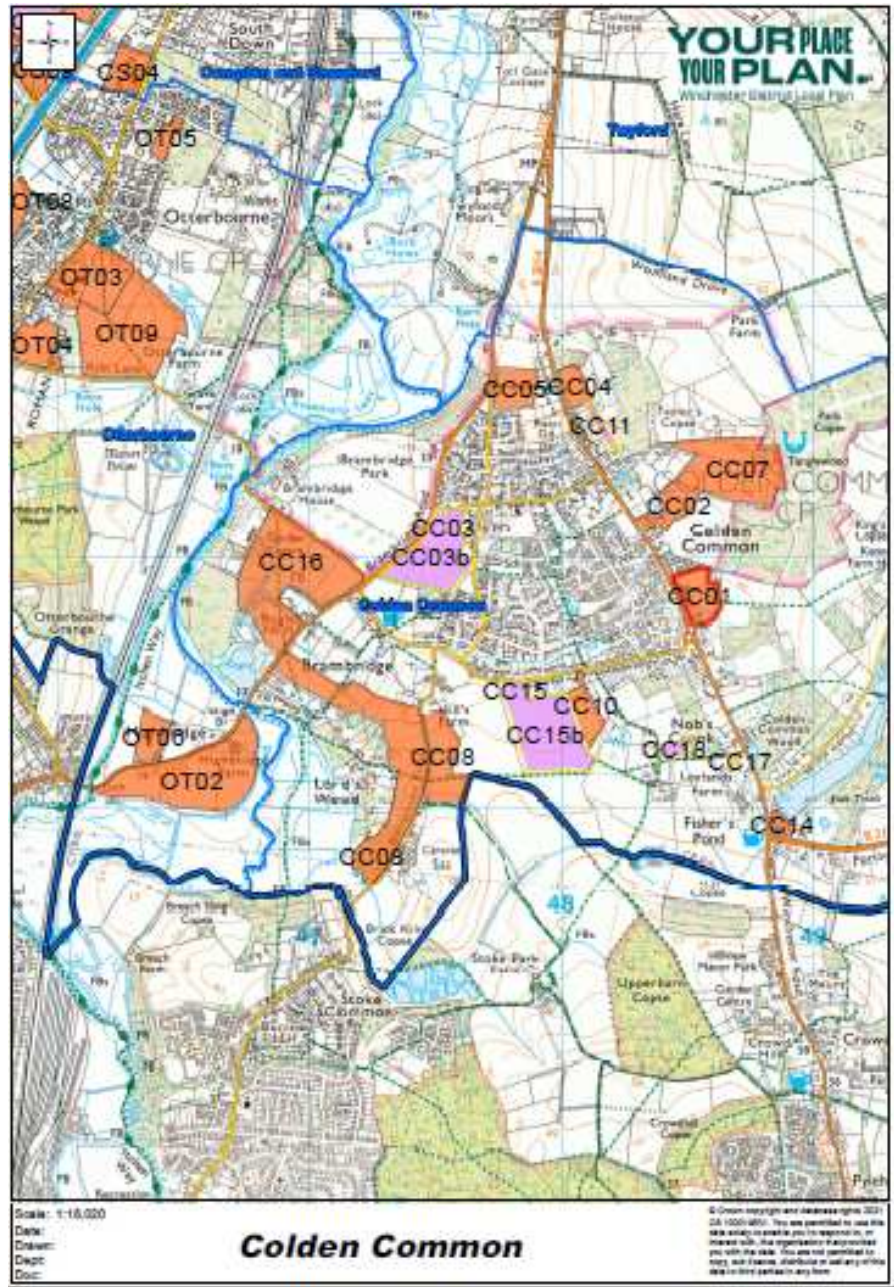


# COMPTON AND SHAWFORD

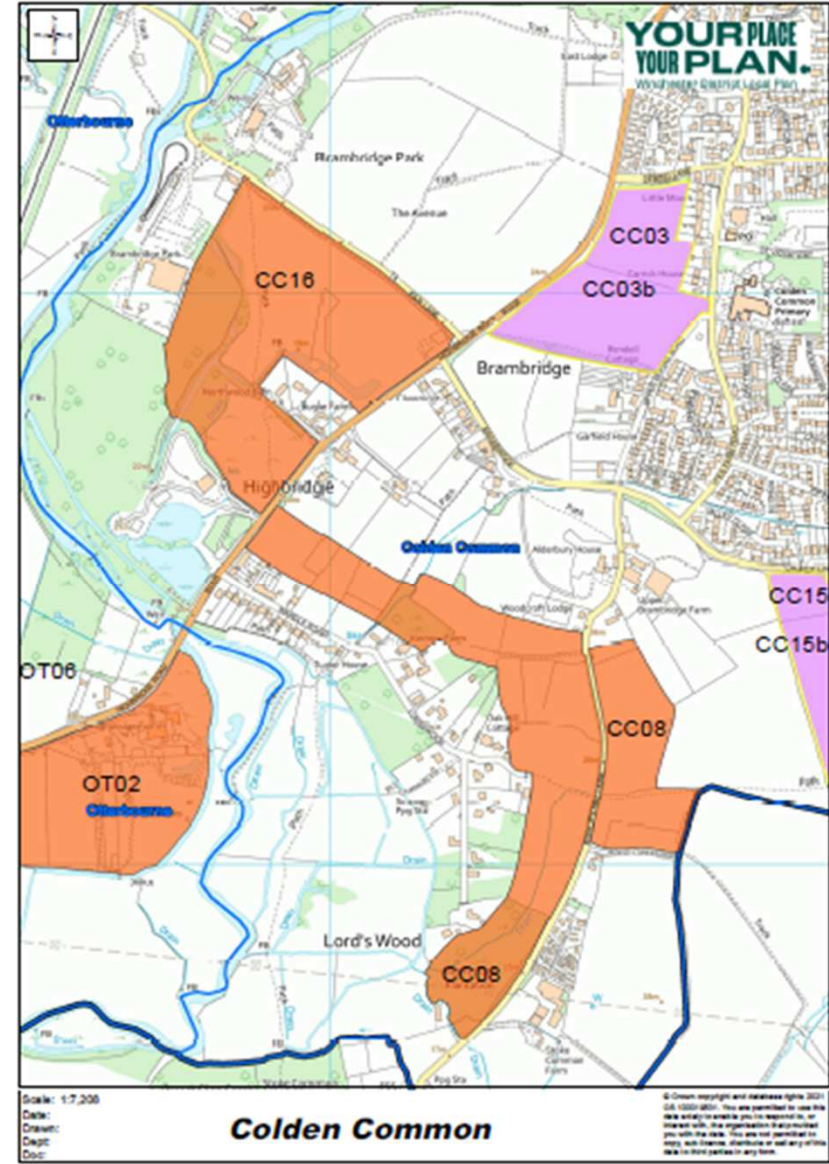
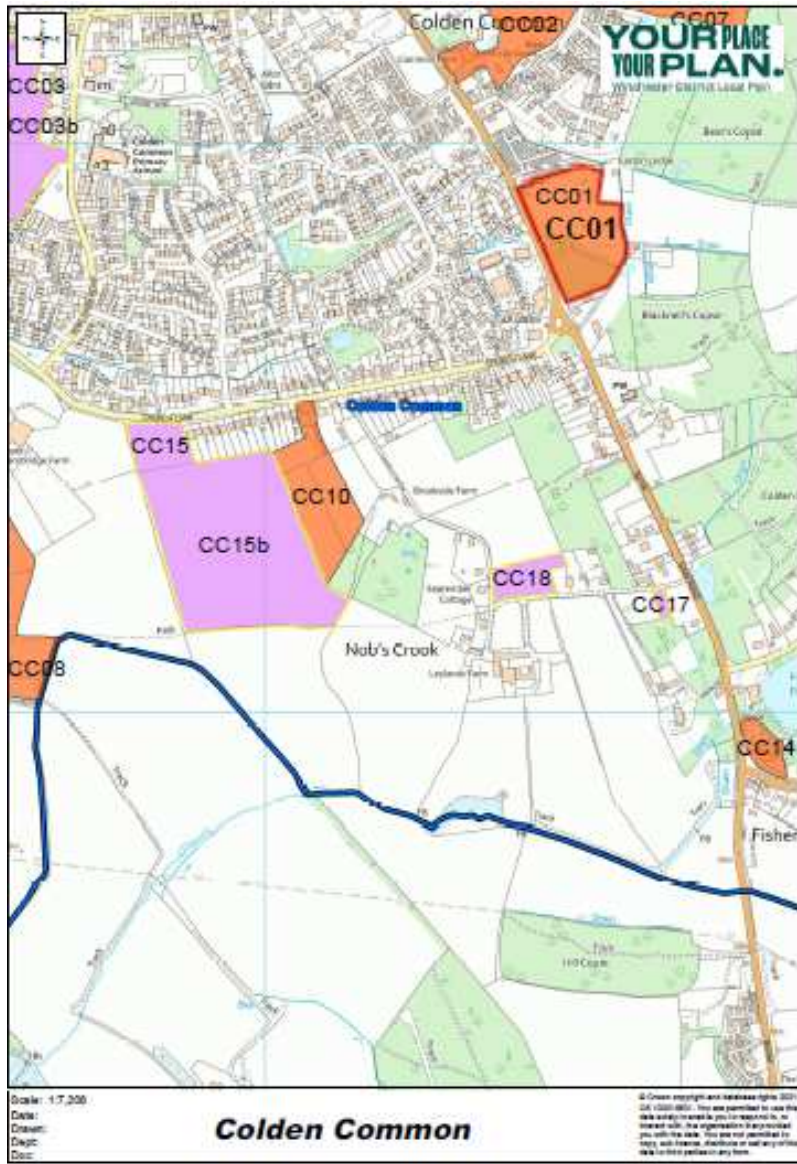




# COLDEN COMMON

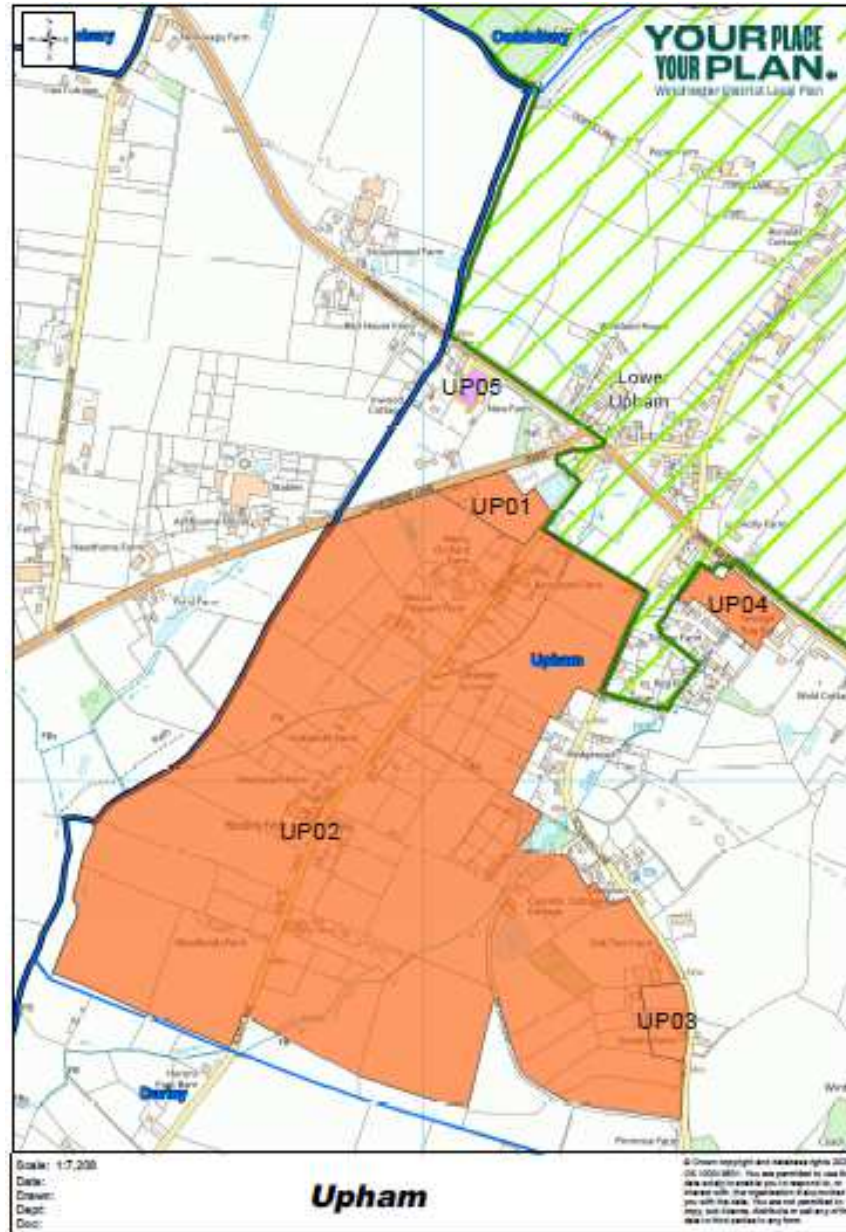


# COLDEN COMMON – detail

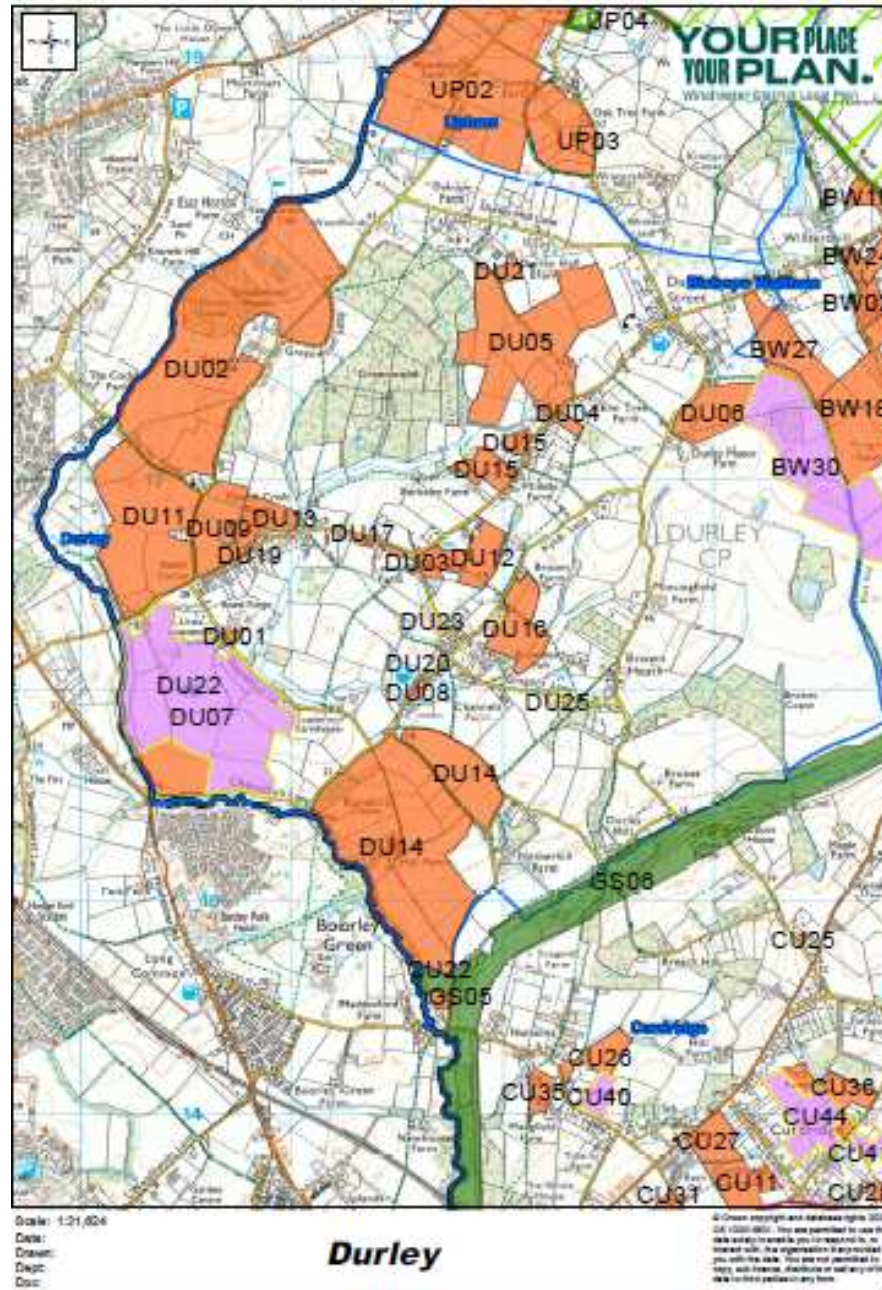




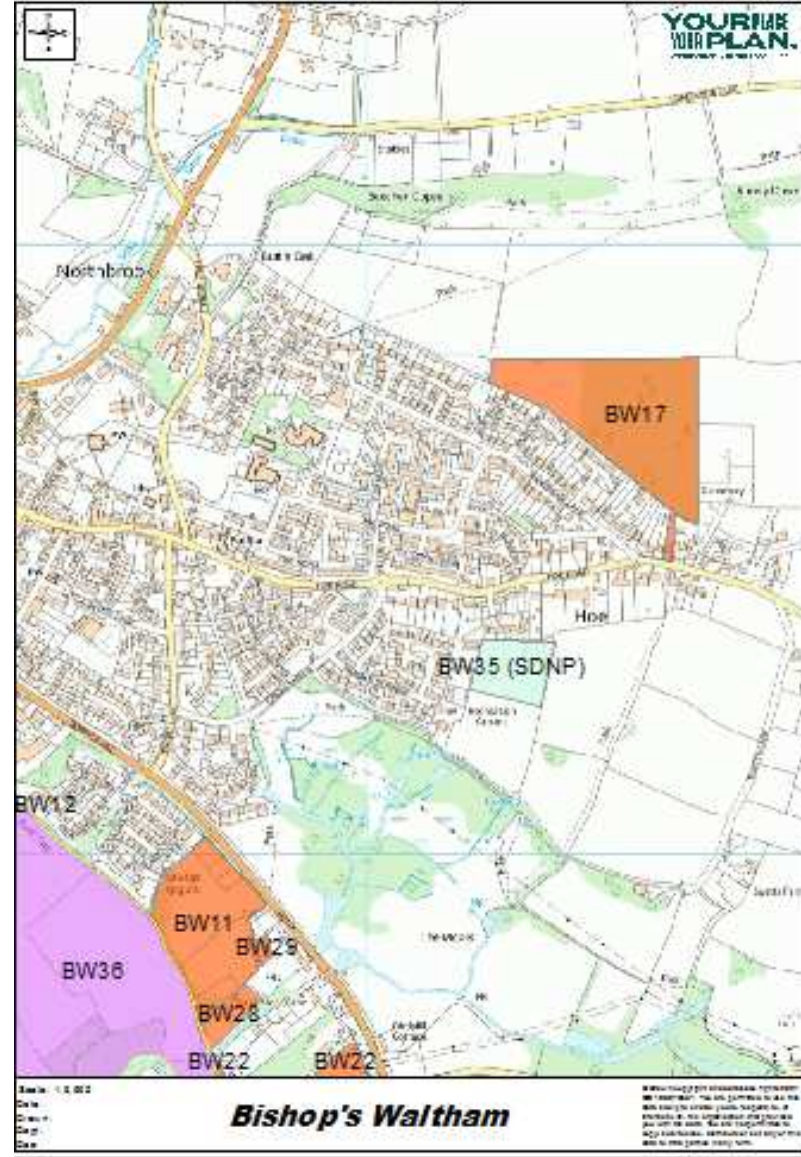
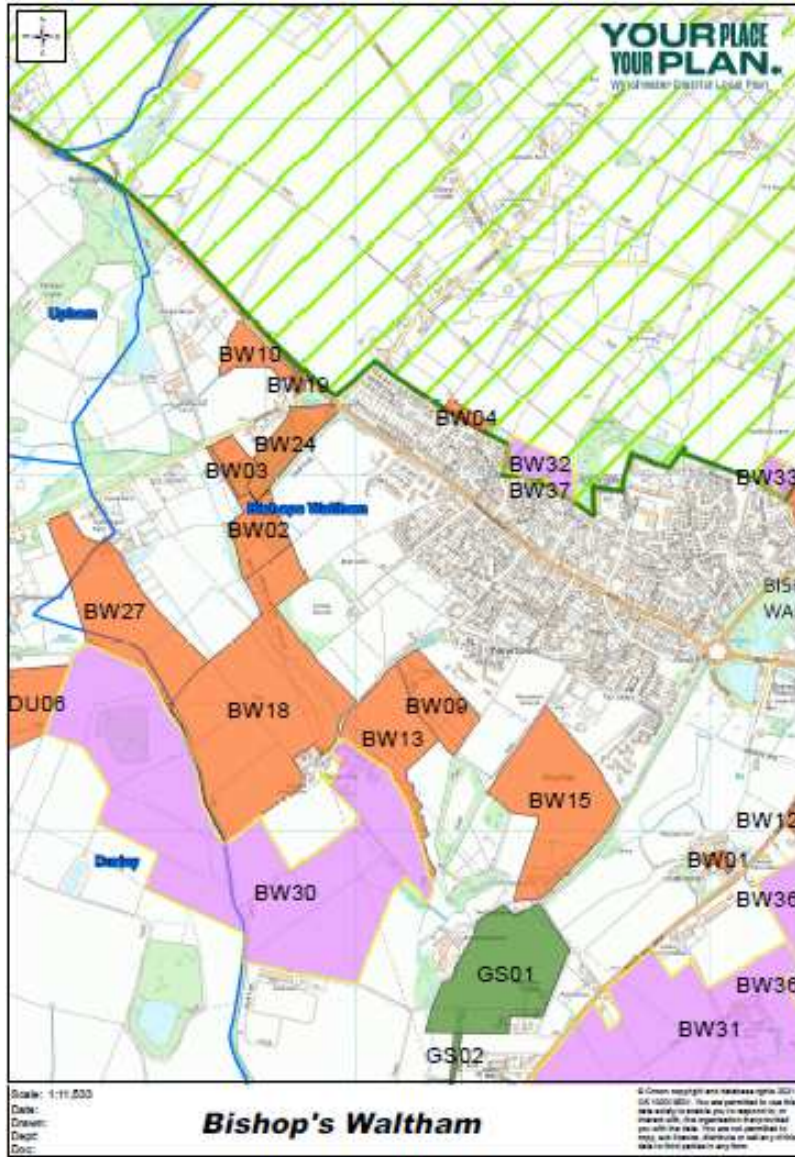
# UPHAM



# DURLEY



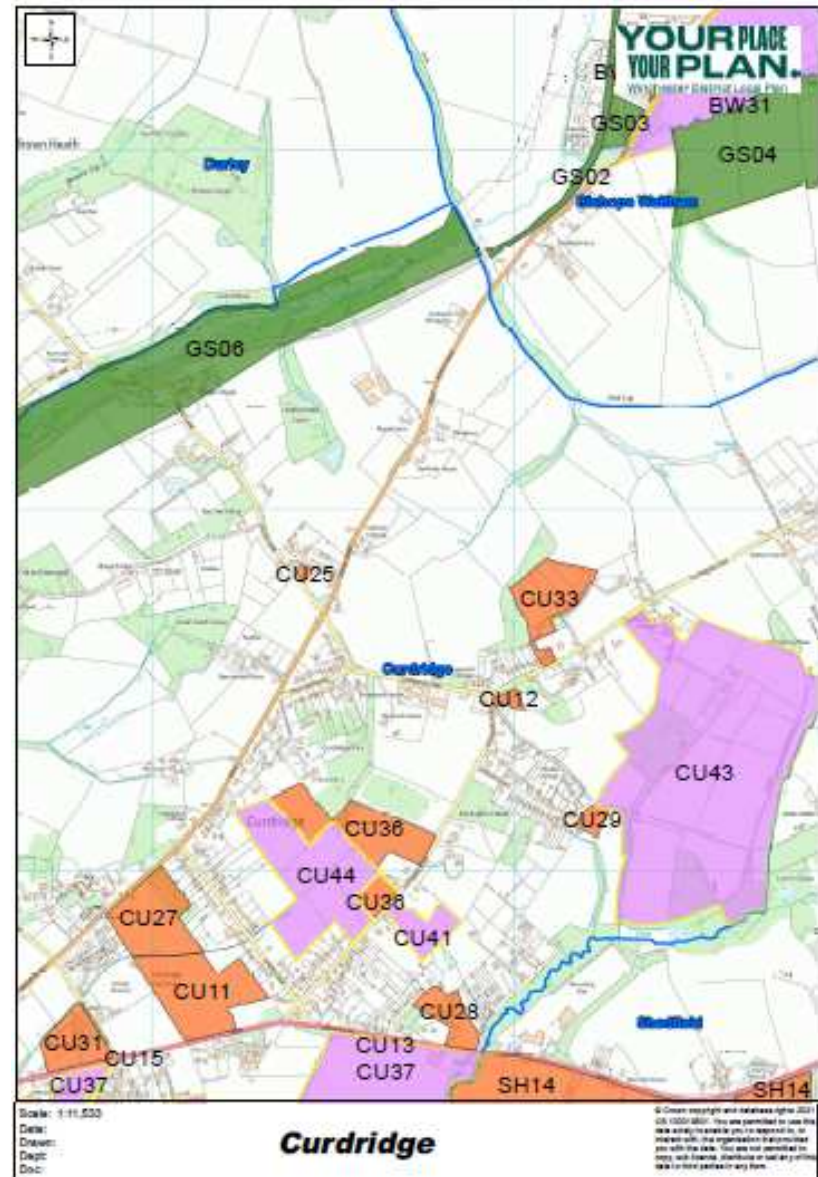
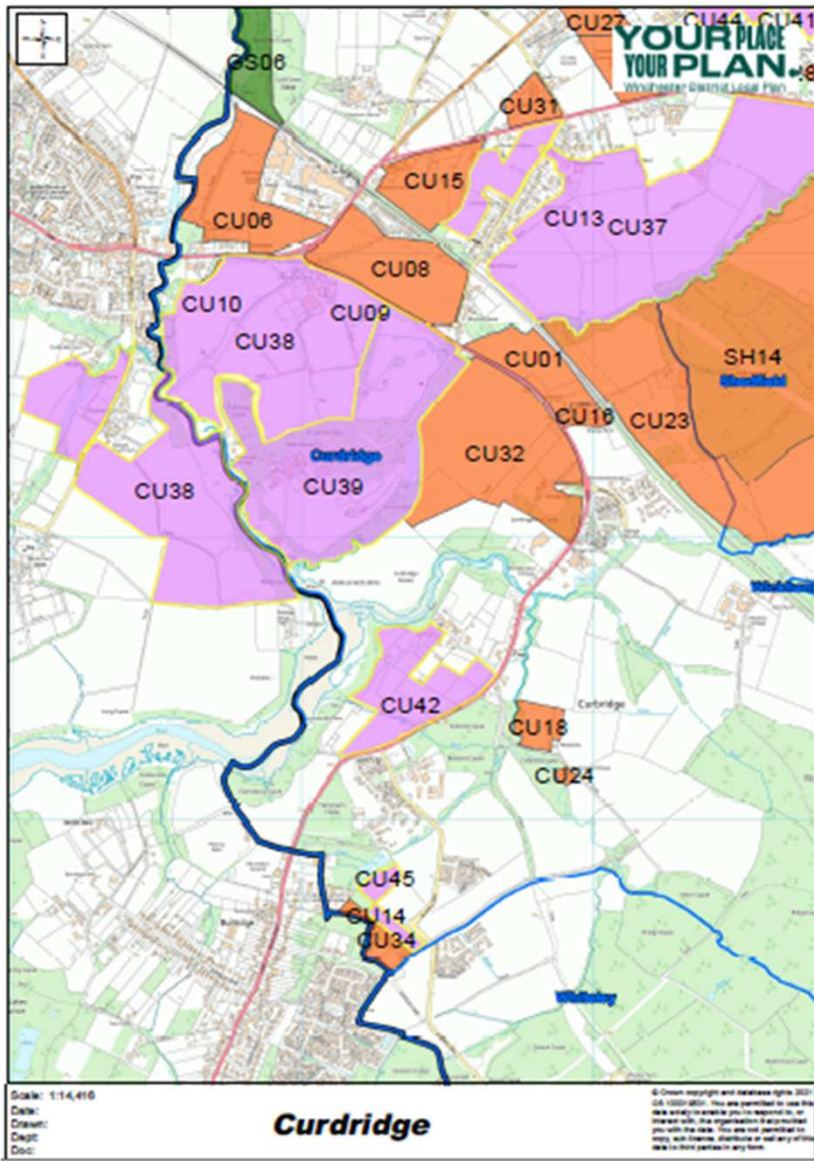
# BISHOP'S WALTHAM





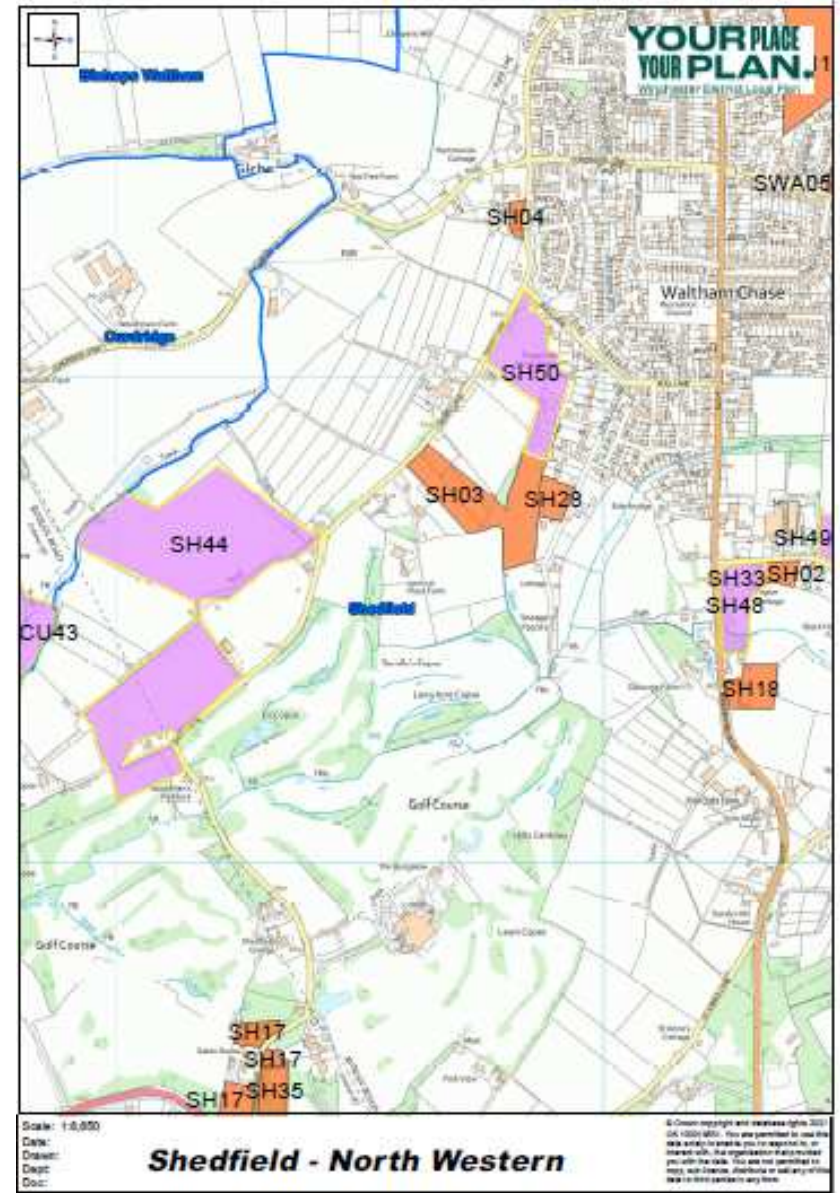
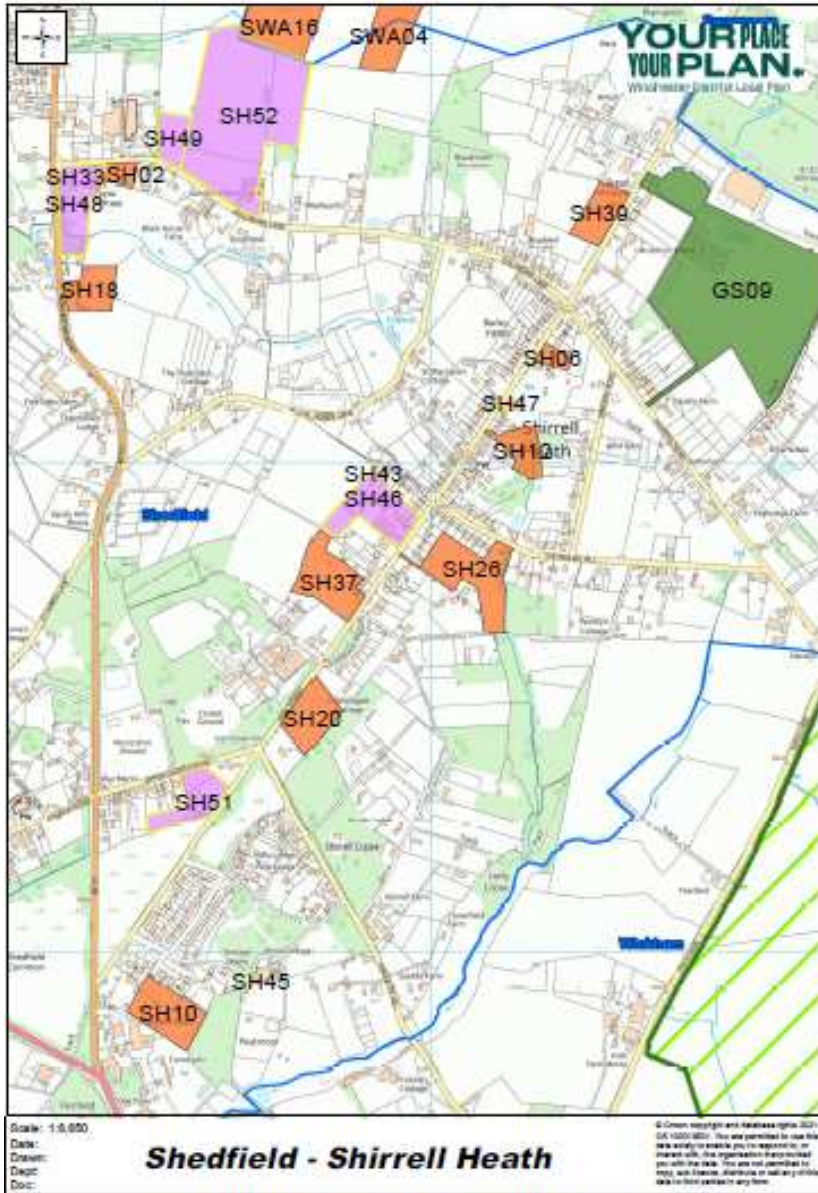
# CURDRIDGE - detail

Page 45

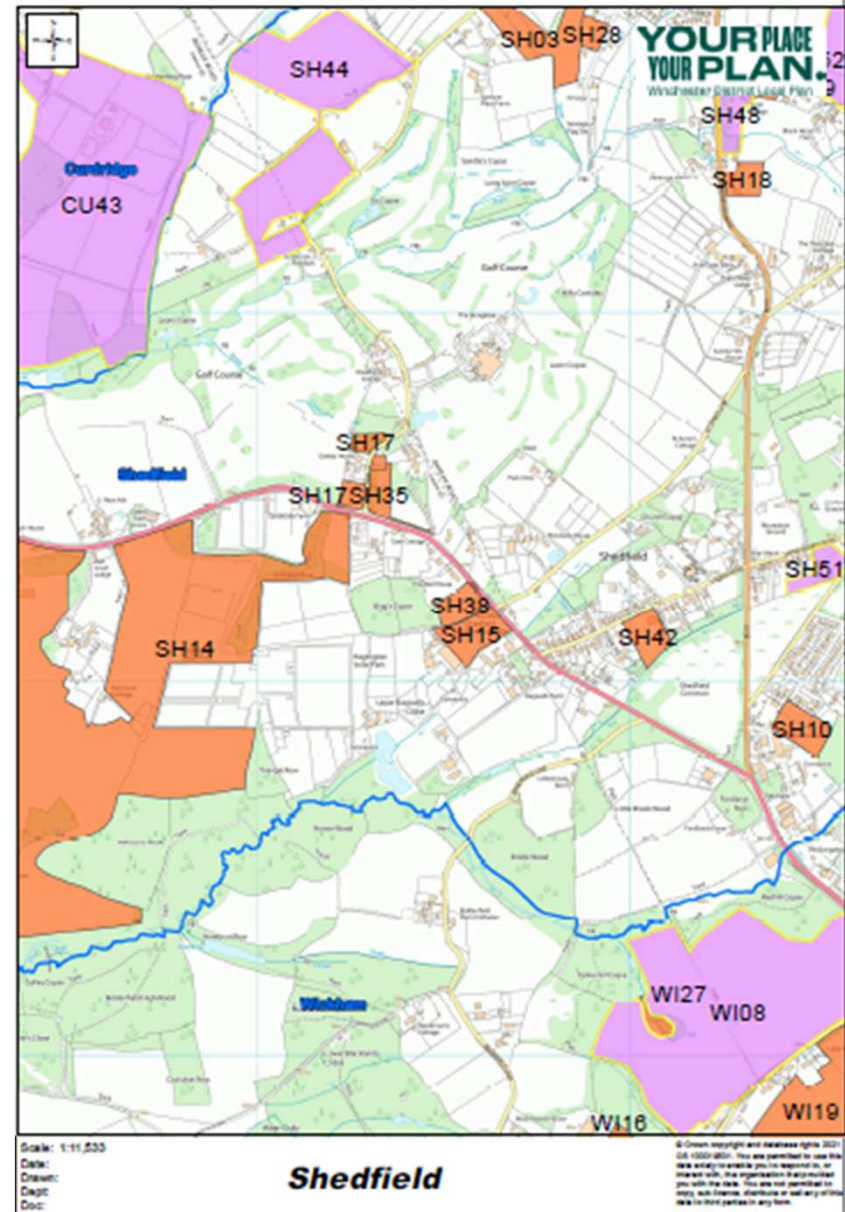
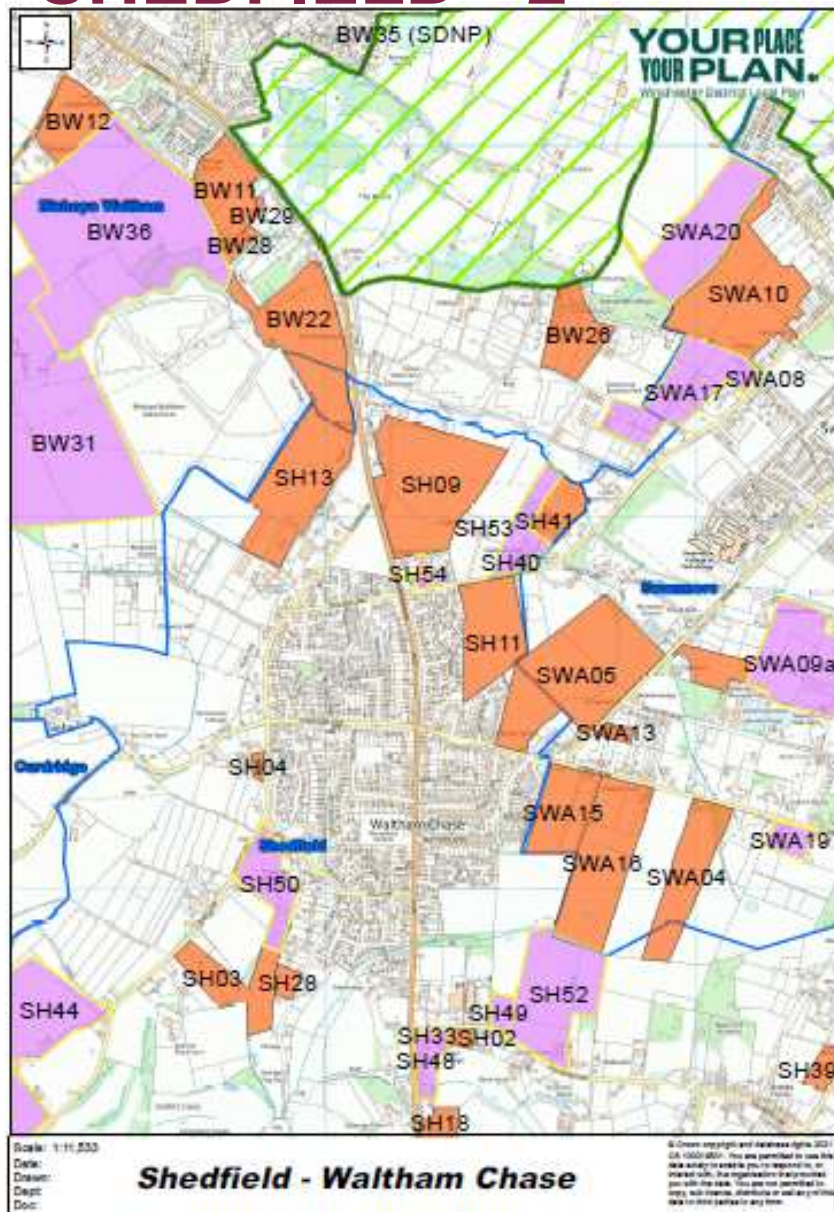


# SHEDFIELD - 1

Page 46

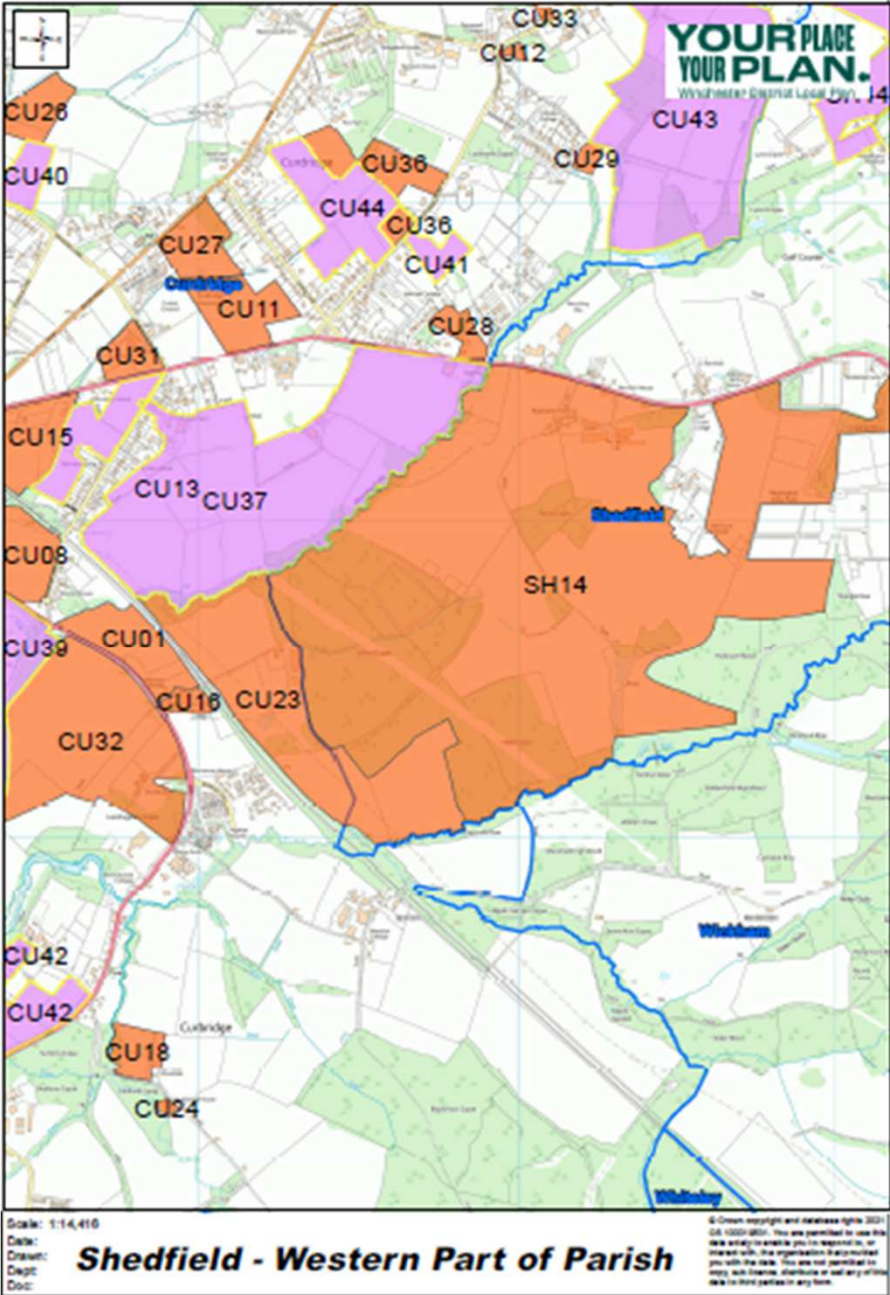


# SHEDFIELD - 2



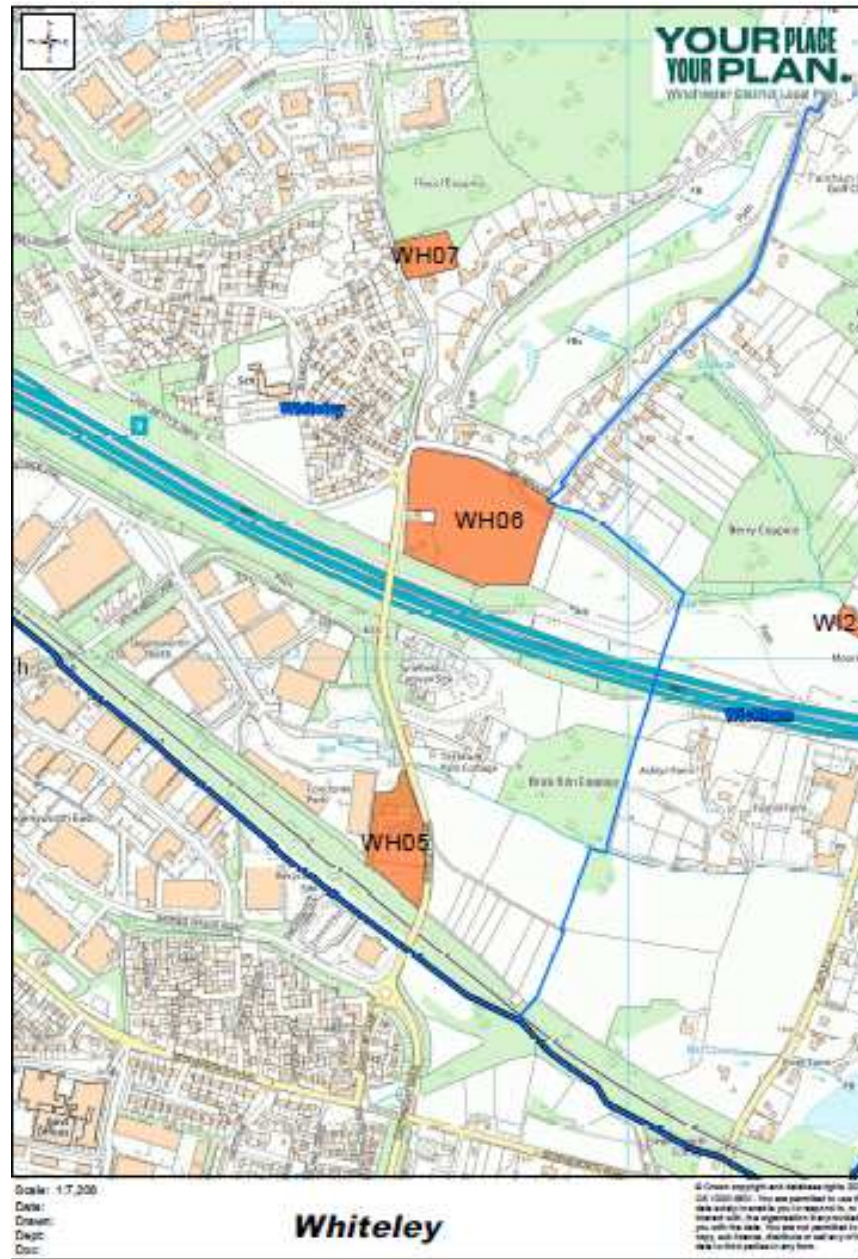
# SHEDFIELD - 3

Page 48

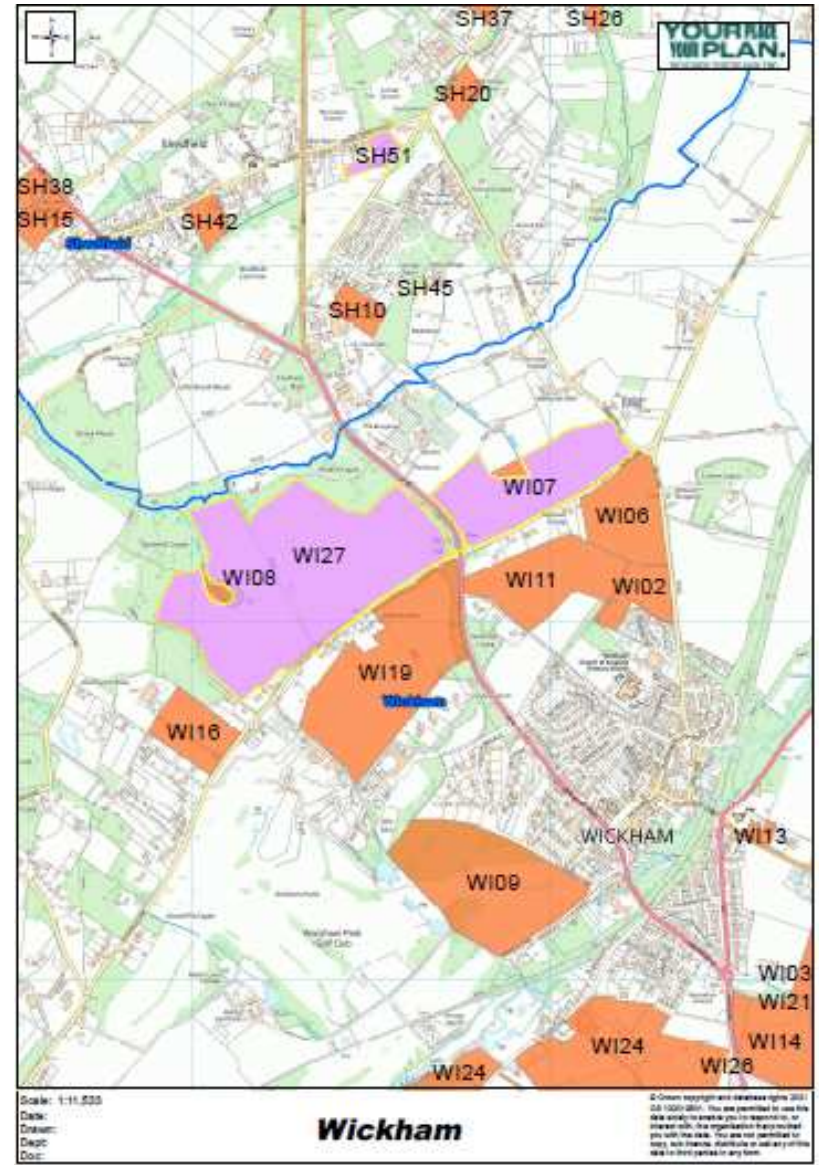
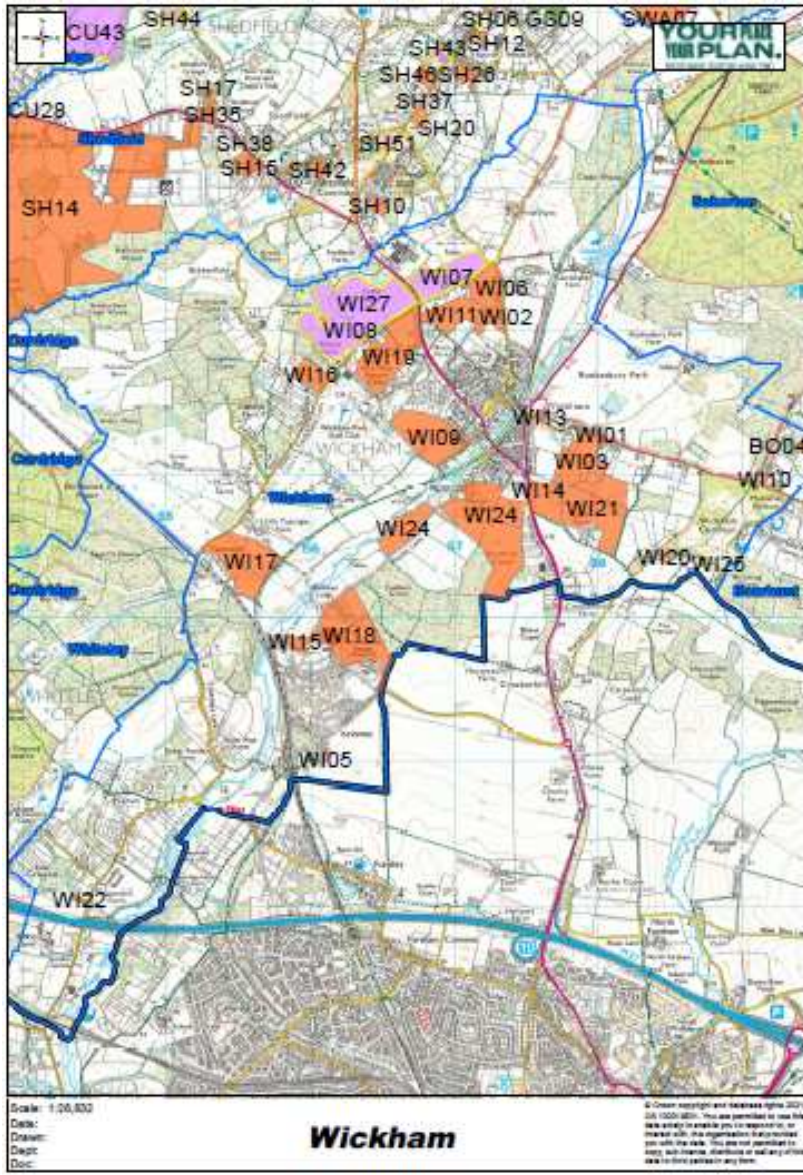




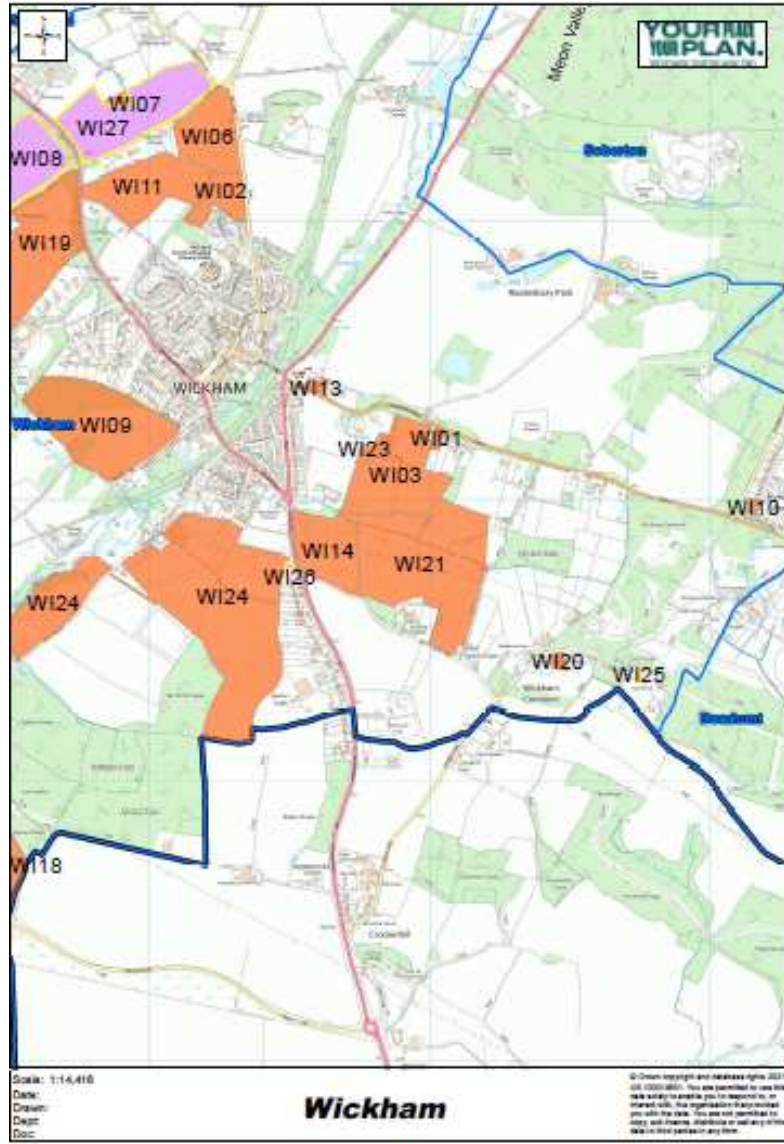
# WHITELEY



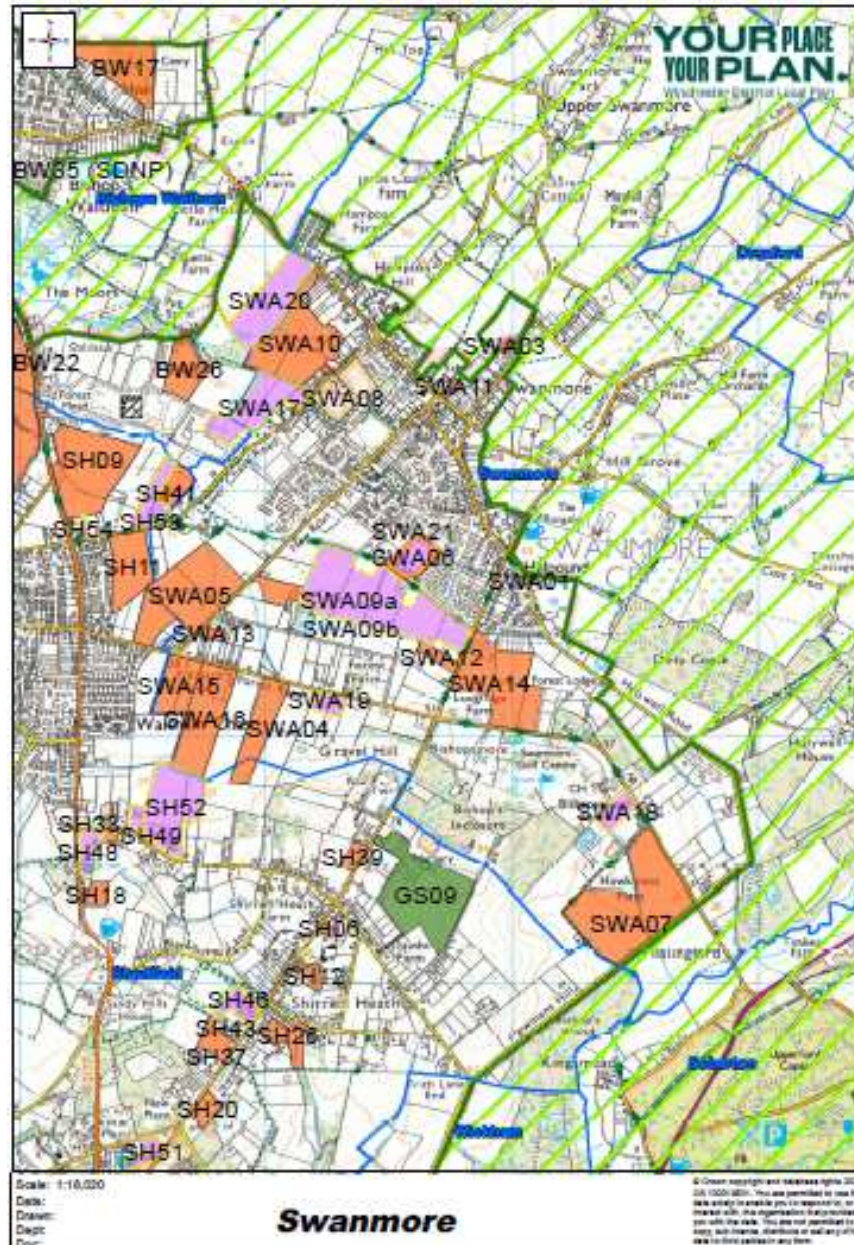
# WICKHAM



# WICKHAM- detail

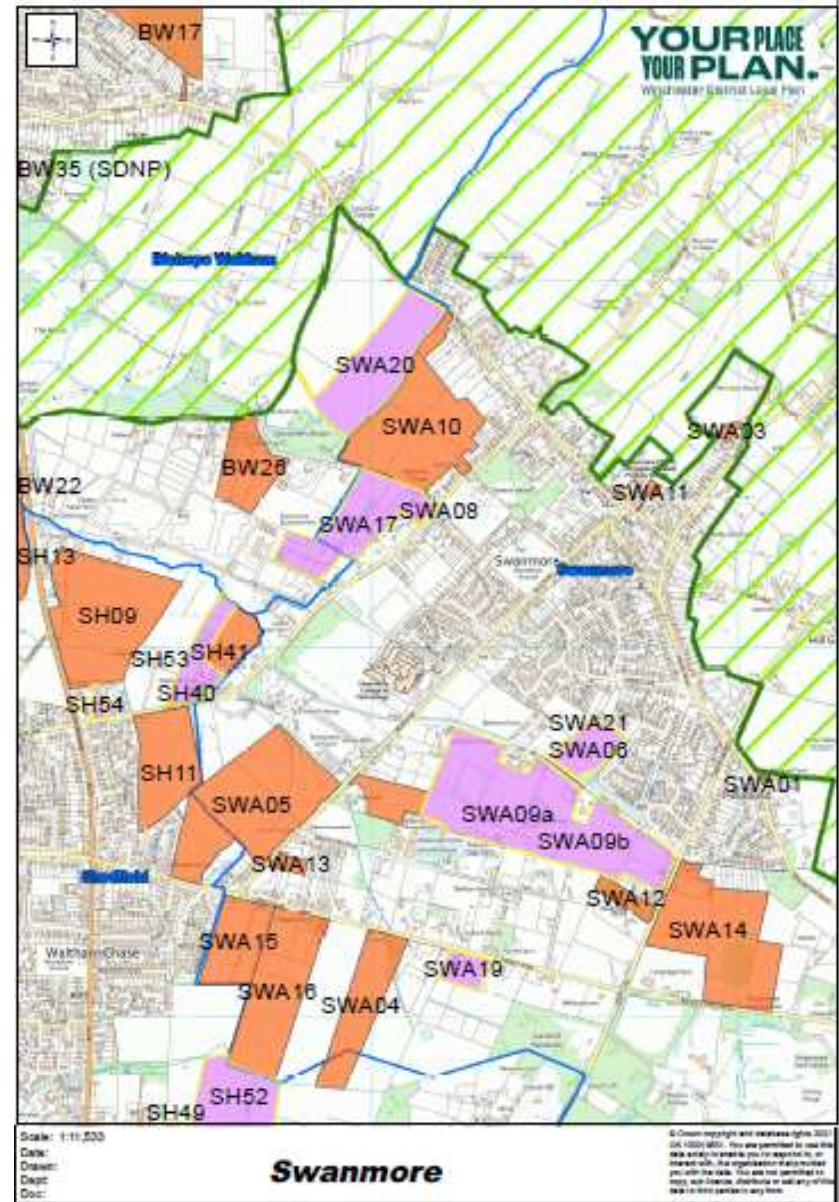
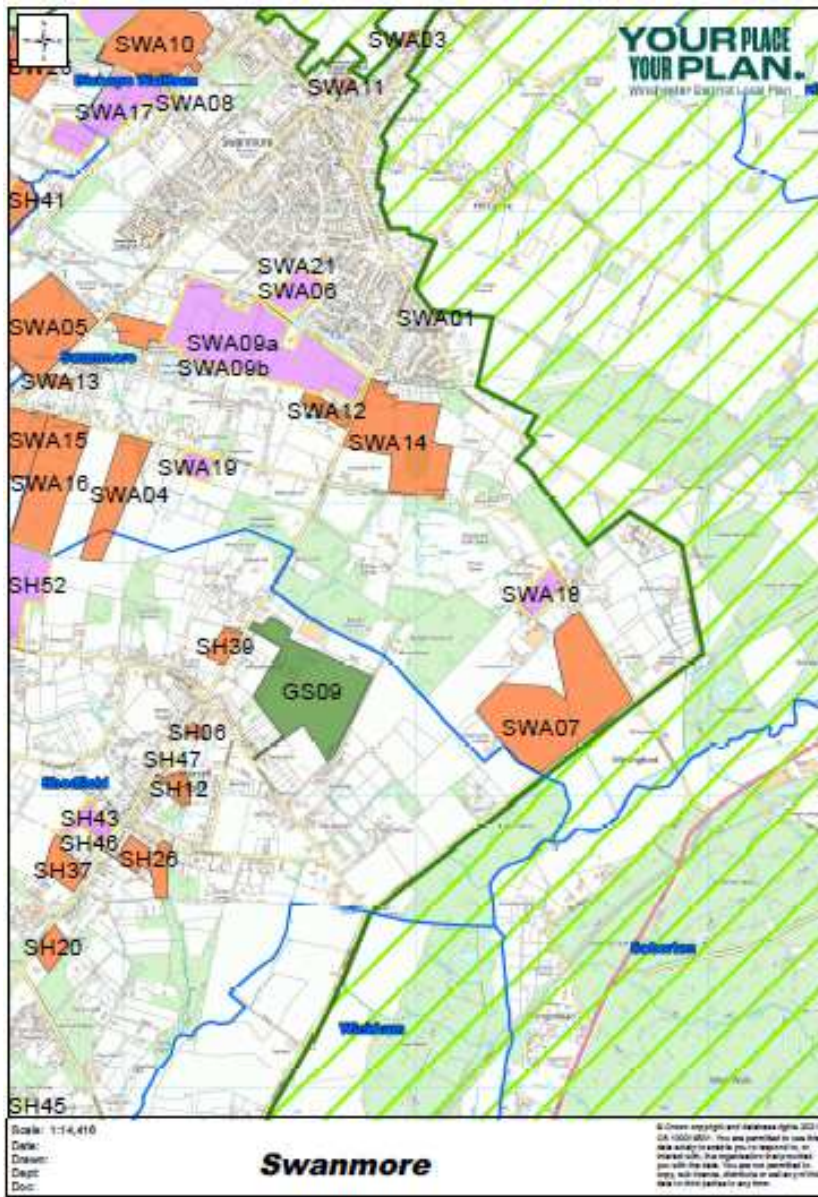


# SWANMORE

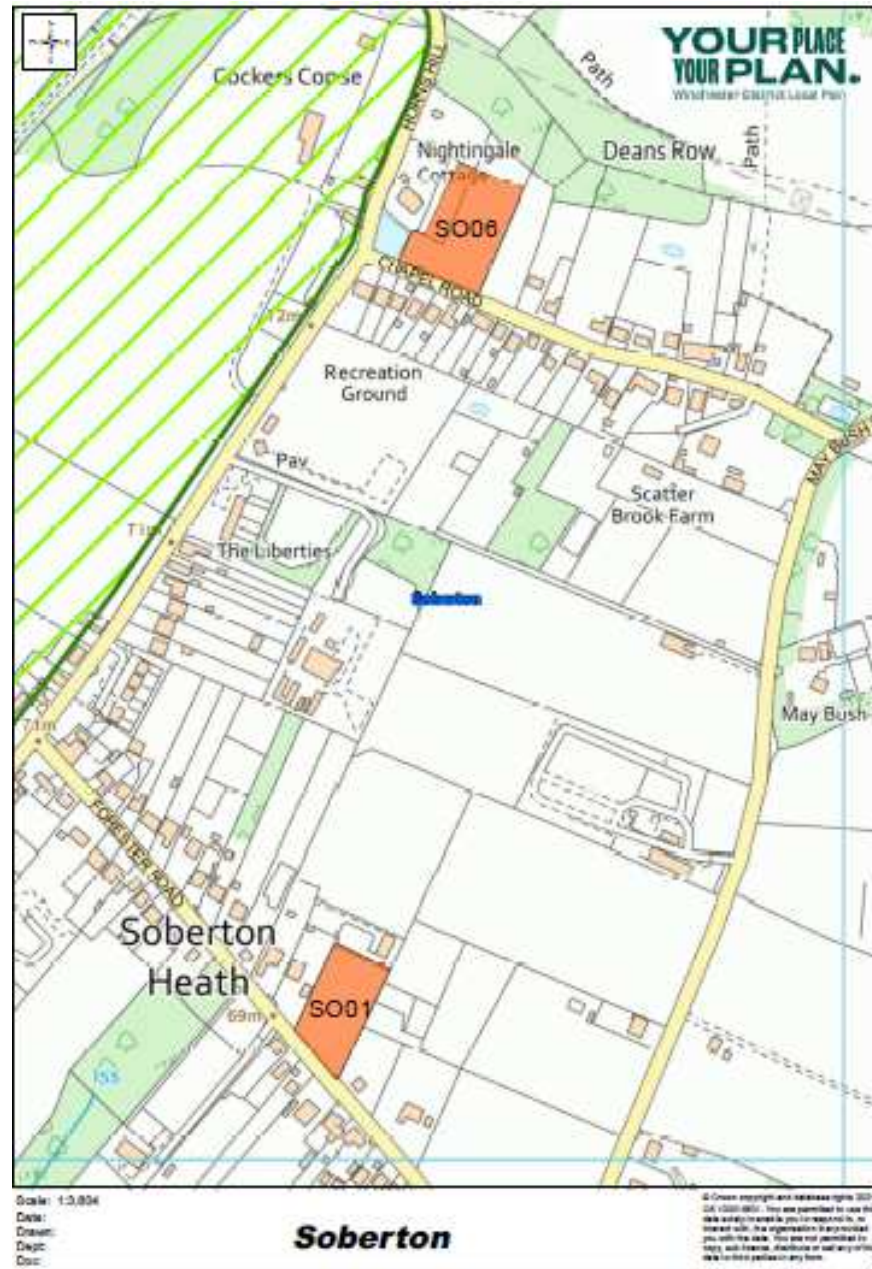


# SWANMORE – detail

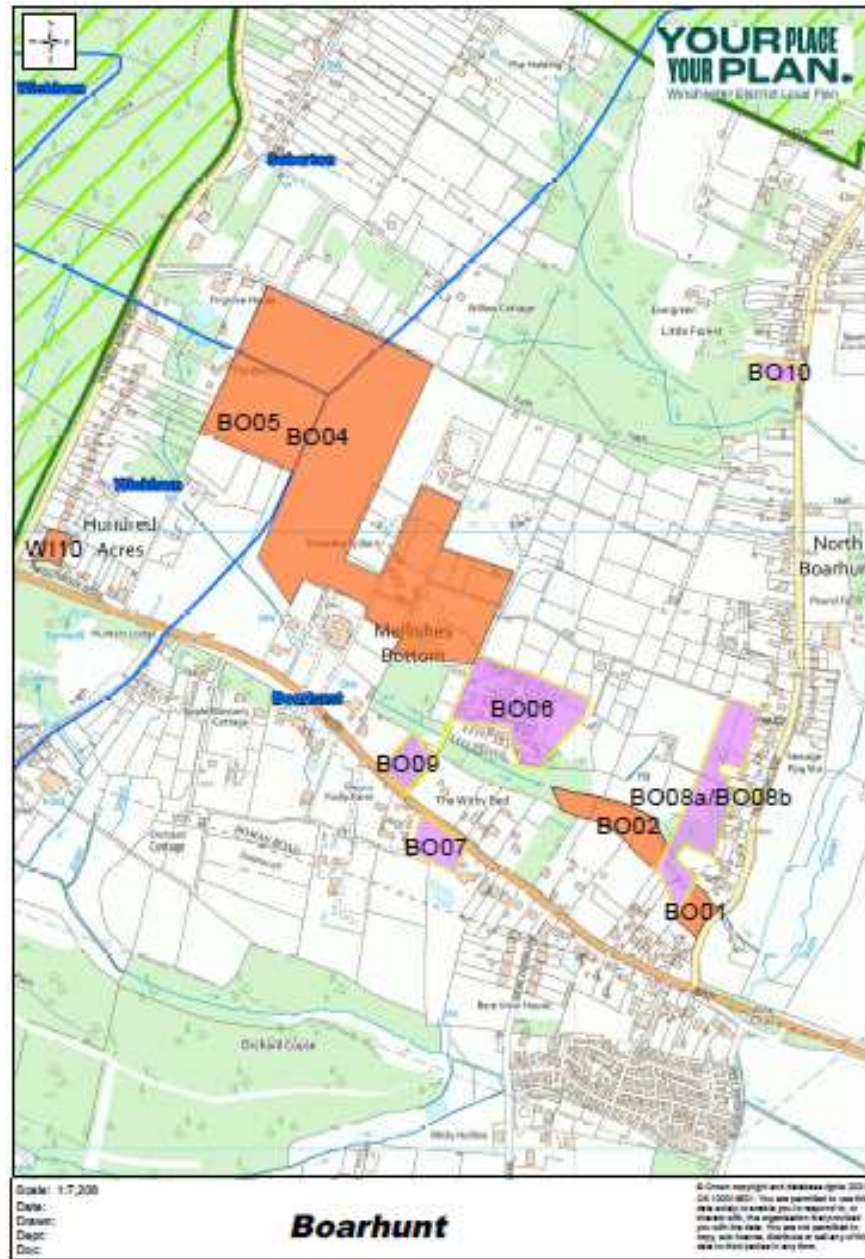
Page 53



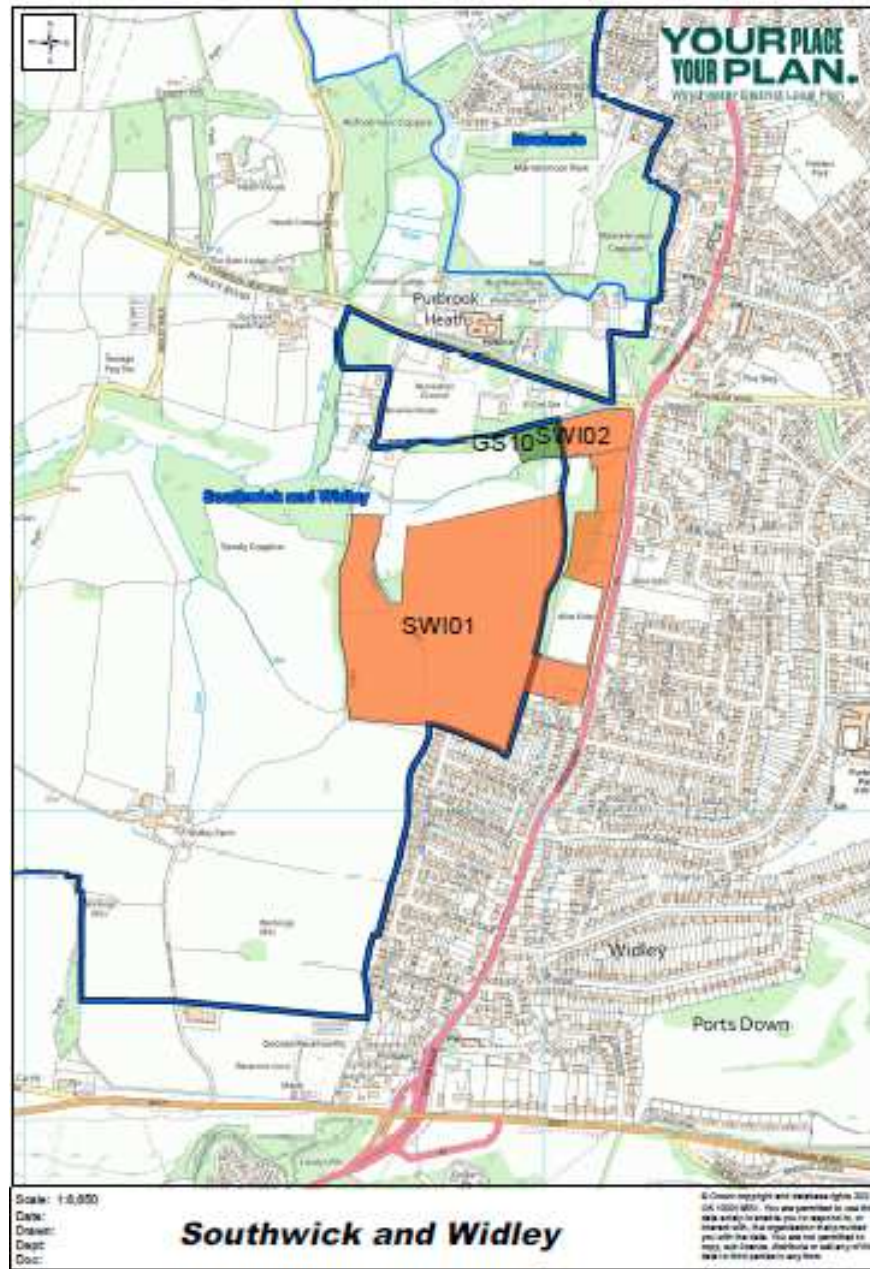
# SOBERTON



# BOARHUNT



# SOUTHWICK & WIDLEY

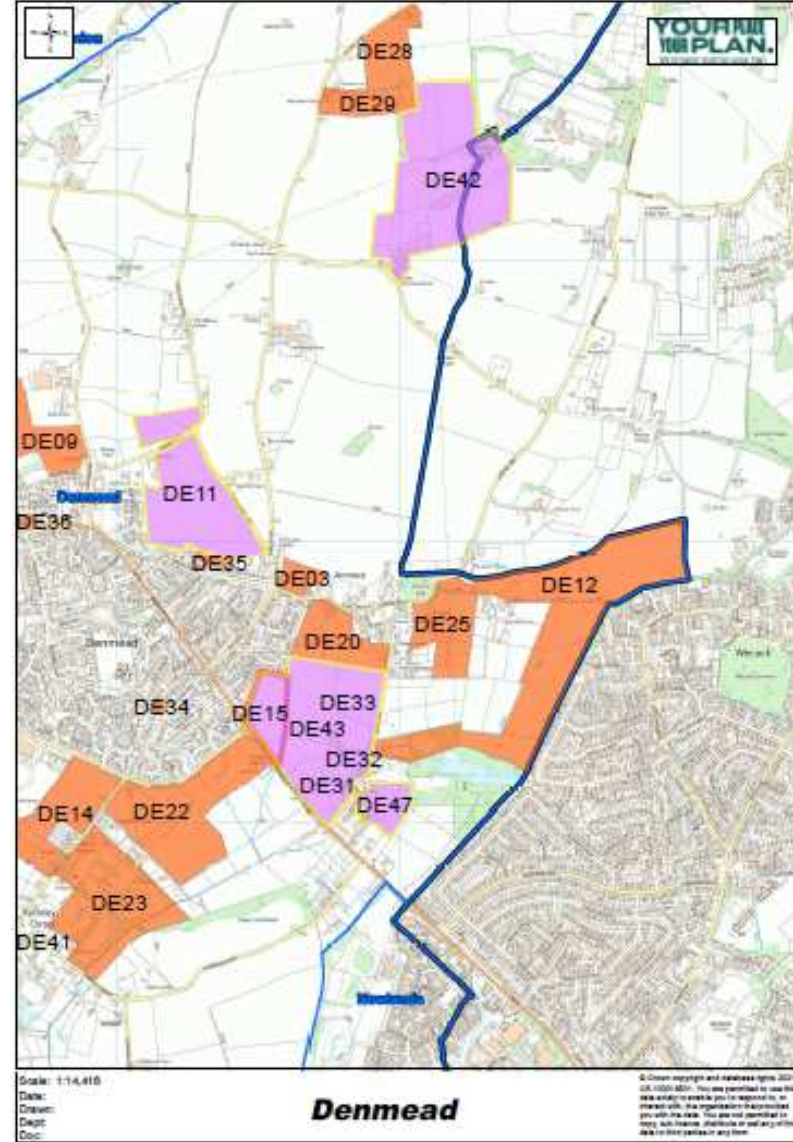
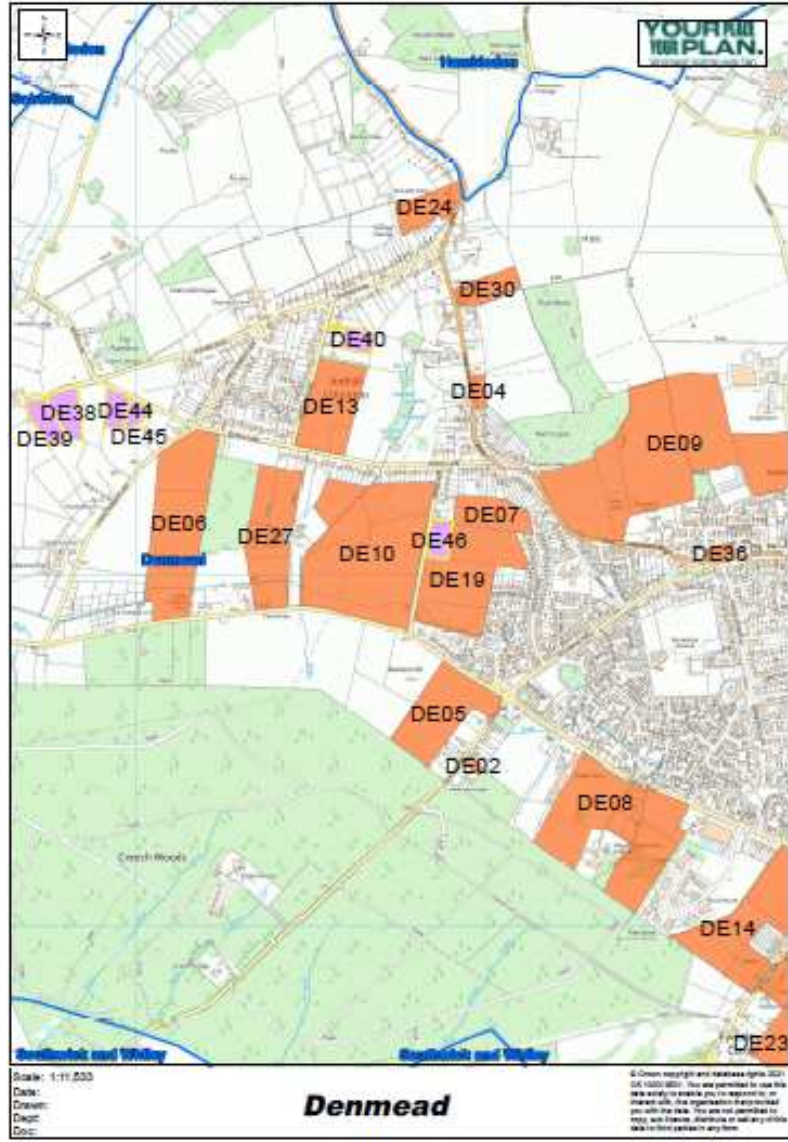






# DENMEAD - detail

Page 58



# Questions

Page 59



This page is intentionally left blank

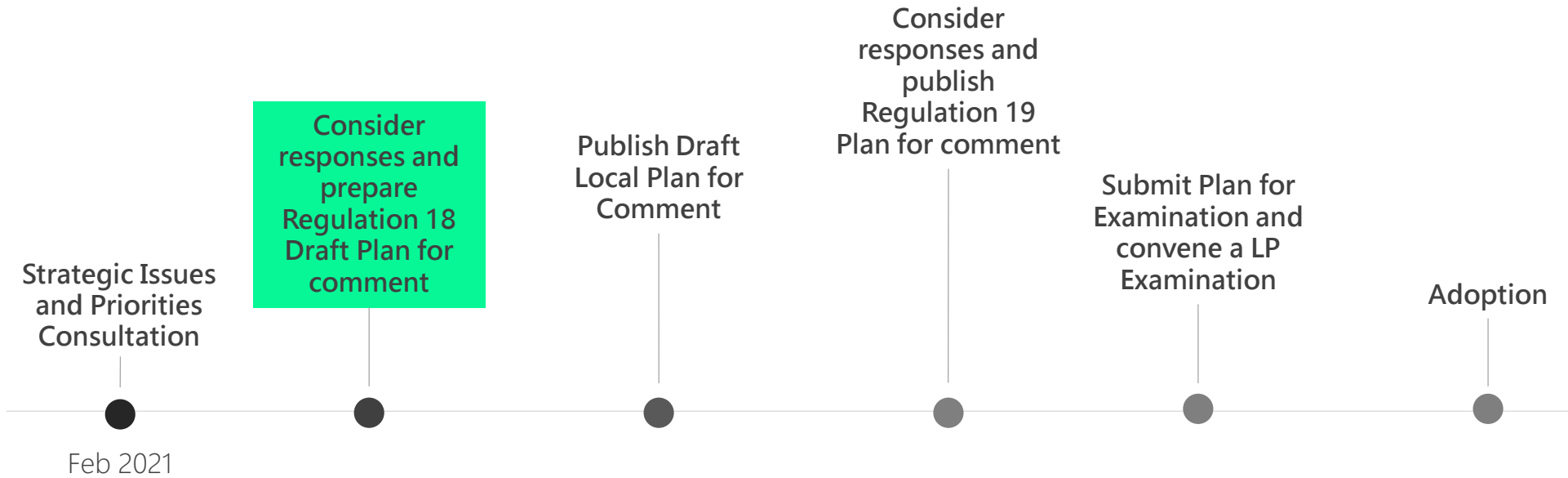
**YOUR PLACE  
YOUR PLAN.**  
Winchester District Local Plan

# Responses to the Strategic Issues & Priorities Consultation

Local Plan Vision and Development Strategy



# THE LOCAL PLAN PROCESS



# RESPONDENT BREAKDOWN

**2202**

TOTAL NUMBER OF RESPONSES, INCLUDING:

**603**

CITIZENSPACE  
RESPONSES:  
'C' NUMBERS

**1183**

EMAIL RESPONSES:  
'E' NUMBERS

**50**

RESPONSE  
LETTERS:  
'L' NUMBERS

**366**

SOCIAL MEDIA  
RESPONSES:  
'H' NUMBERS



# THE VISION - Question 1

**Is the vision in the current Local Plan still appropriate for inclusion in the new Local Plan?**

**Summary of the key points raised - the Vision needs to:**

- be updated to acknowledge the different challenges facing the District
- recognise a shift away from high street shopping and towards more people working from home
- refer to climate change and Winchester City Council's carbon neutrality goals
- refer to 15 minute neighbourhoods, promote sustainable and attractive development , reduce and mitigate CO2 emissions
- ensure the vision is not Winchester centric and supports the market towns and rural area
- promote and prioritise brownfield land, protect the countryside, increase green spaces / biodiversity



# THE VISION - Question 1

**Is the vision in the current Local Plan still appropriate for inclusion in the new Local Plan?**

Summary of the key points raised (cont'd) - the Vision needs to:

- address the setting of the South Downs National Park
- place a greater emphasis on historic and cultural heritage
- allow settlements to grow in a proportional way to accommodate any additional growth and locate development where there is already existing infrastructure
- ensure affordability and have a greater emphasis on sustainable, flexible and multi-generational housing
- promote start ups and attract new businesses to the District
- curb traffic, reduce pollution and create an integrated public transport system

# THE VISION - Question 2

**Are there any elements of the Winchester Town Forum's Winchester 2030 document that could be used to help inform a vision for the Local Plan?**

**Summary of the key points raised - the Vision needs to:**

- ensure that the Local Plan is balanced and reflects the needs of the whole of the district
- use elements of the Winchester Town Forum vision but acknowledge it does not reflect all of the District
- use City of Walking as a concept but acknowledge this does not relate to all communities
- support efficient, low pollution transport, with greater emphasis on public transport and cycling
- develop brownfield sites first for housing and reuse vacant office space
- involve more organisations with better and more meaningful engagement and consultation
- acknowledge that COVID-19 has changed the way we want to live, work and shop
- protect green spaces for biodiversity, health and wellbeing

# THE VISION – ANALYSIS & WAY FORWARD

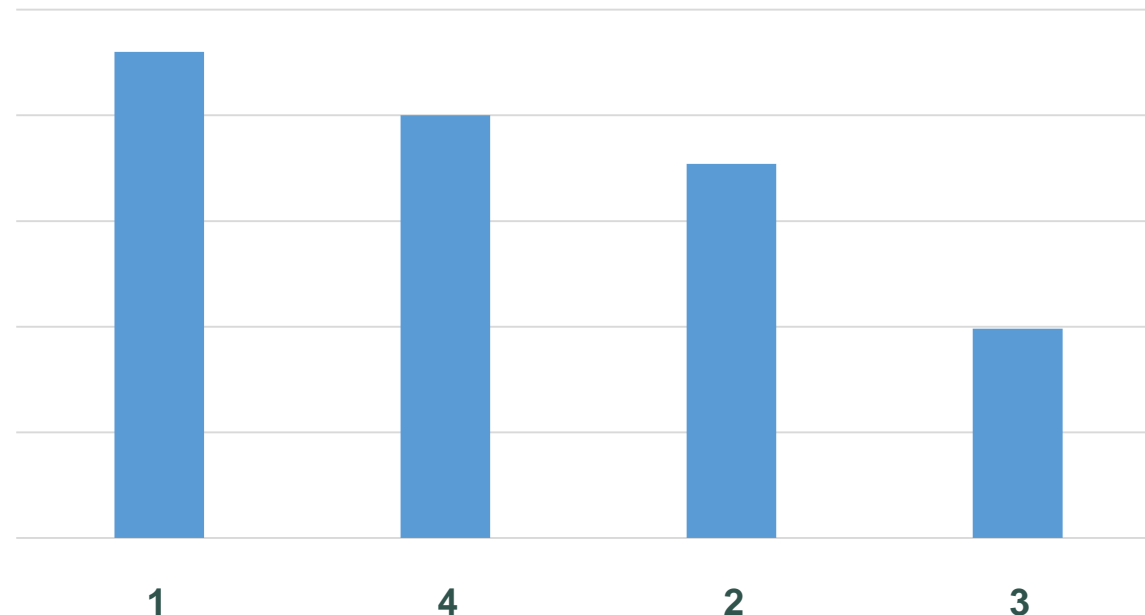
- The comments relate to a wide range of topics and raise many important issues
- Most will be covered in detail in the Local Plan's objectives and 'topic' sections
- The overall conclusion is that the current Local Plan's vision needs to be up-dated to reflect current issues such as:
  - climate change,
  - sustainable neighbourhoods and development
  - changes as result of COVID
  - protecting the countryside and using brownfield land
  - providing / protecting green spaces for biodiversity, health and wellbeing
- It is recommended that a draft updated vision be worked up reflecting these issues
- Are there any other key matters that are not covered and need to be included in the updated vision?

# HOMES FOR ALL - Question 1

**What are your views on the alternative possible approaches towards accommodating development in the district?**

- **Approach 1: A development strategy based on the approach in the existing Local Plan of distributing development to a sustainable hierarchy of settlements**
- **Approach 2: To focus development on Winchester itself and other larger and more sustainable settlements**
- **Approach 3: A strategy that includes one or more completely new strategic allocations or new settlements**
- **Approach 4: A strategy of dispersing development around the district largely in proportion to the size of existing settlements**

**Overall Ranking of Approaches**



# HOMES FOR ALL - Question 2

Have we identified all of the possible approaches – are there any missing?

Summary of the key points raised :

- Suggest a 5th option (as advocated originally by Save South Winchester) which uses the existing supply of housing, prioritises brownfield sites, redevelops the City Centre, develops parts of the South Hampshire urban areas, allows small developments in the market towns/villages, supports a Green Belt
- Greater use of brownfield sites / less use of greenfield land e.g. vacant town centre sites or commercial units, higher densities, assessment of previously developed land / urban capacity
- 'Standard method' is a minimum requirement, the Council should / shouldn't plan for a higher number or help meet unmet needs in South Hampshire
- Support a Green Belt, additional green infrastructure, open space, etc
- Hybrid or blended approaches are suggested - no consensus on which elements should be combined
- Representations seeking the allocation of sites in various locations – these will be assessed through the SHELAA and later stages of developing the draft Local Plan
- Support for small-scale developments / oppose large-scale developments, some support for using publically-owned land or sites not promoted through the SHELAA.

# HOMES FOR ALL – ANALYSIS & WAY FORWARD (1)

## The Housing Requirement

- should be based on the Standard Method but uncertainty over what this will be when Plan is submitted
- recommend planning for 700 dwellings per annum + possible PfSH unmet need (yet to be determined)
- update Plan period to 2019-2039 to give 15 years from adoption
- discuss SDNP's contribution

## Proposed Development Strategy

- Approach 3 received very limited support and a new settlement raises concerns about maintaining existing centres, reducing carbon emissions and using brownfield land
- Approach 1 was well supported and can support existing settlements, use brownfield sites and reduce the need to travel
- recommend a modified Approach 1 – limited increases to targets for 'Winchester Town' and 'Market Towns and Rural Area' (including for 3 additional settlements) to meet needs in north of District and reduced expansion targets for the South Hampshire Urban Areas strategic sites (as significant intensification is unlikely).

# HOMES FOR ALL – ANALYSIS & WAY FORWARD (2)

## Potential 5th Option

- the '5th Option' is not an alternative spatial strategy in itself, but a set of principles which could potentially be achieved within the SIP's Approaches
- proposed development strategy rejects a new settlement, takes into account housing commitments, makes a windfall allowance, prioritises brownfield development and provides for development in the market towns and villages
- therefore, the proposed strategy addresses many of the aims of the 5th option

## Use of Brownfield Sites

- brownfield sites are taken into account and prioritised, a finite source of supply and emerges over time
- can't require all brownfield sites to be used before greenfield sites released, but windfall assessment produced, brownfield commitments will be reviewed, and assessment of Winchester 'opportunity areas'
- the proposed development strategy will help to maximise use of brownfield land, which would be addressed in the new LP vision.

# CONCLUSIONS & RECOMMENDATIONS

## The Vision:

- The current Local Plan's vision needs to be updated to reflect current issues such as: climate change; sustainable neighbourhoods and development; changes as a result of COVID; protecting the countryside and using brownfield land; providing / protecting green spaces for biodiversity, health and wellbeing
- A draft updated Local Plan vision should be worked up reflecting these issues

## Homes for All:

- Plan for 700 dwellings per annum + possible PfSH unmet need (yet to be determined)
- Update Plan period to 2019-2039 to give 15 years from adoption
- Develop a modified Approach 1, with limited increases to targets for Winchester Town and the MTRA and reductions in the SHUA
- The '5th Option' is not an alternative spatial strategy but the proposed strategy addresses many of the aims of the 5th option
- Brownfield sites should be prioritised but are a finite source of supply. The proposed development strategy will help to maximise use of brownfield land



THANK YOU –  
QUESTIONS?

**YOUR PLACE  
YOUR PLAN.**

Winchester District Local Plan



This page is intentionally left blank

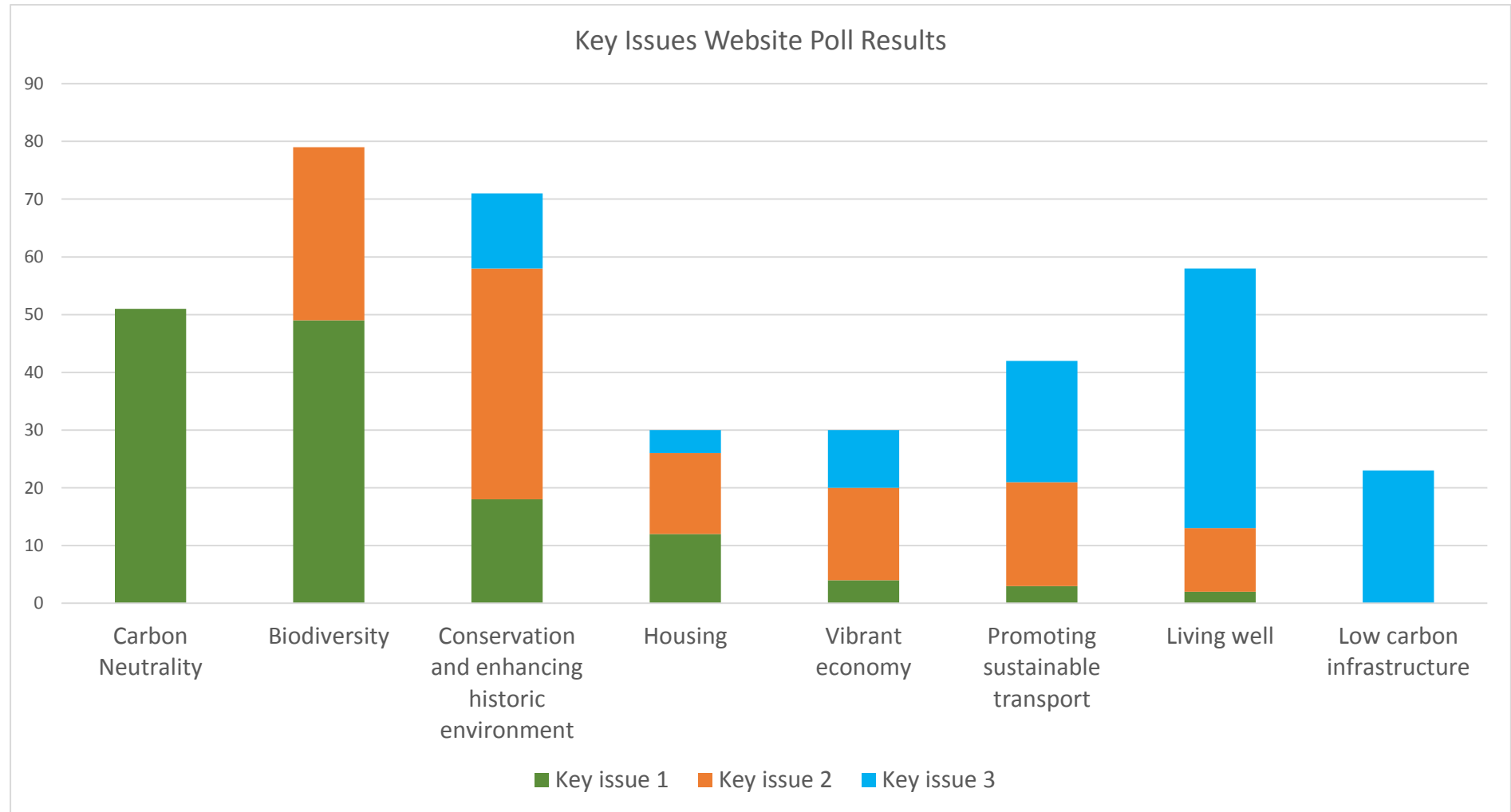
**Your Place, Your Plan**

**‘Current Visions’**

**Summary of Comments and Issues Raised**

## Winchester City Council Local Plan - Strategic Issues & Priorities Consultation

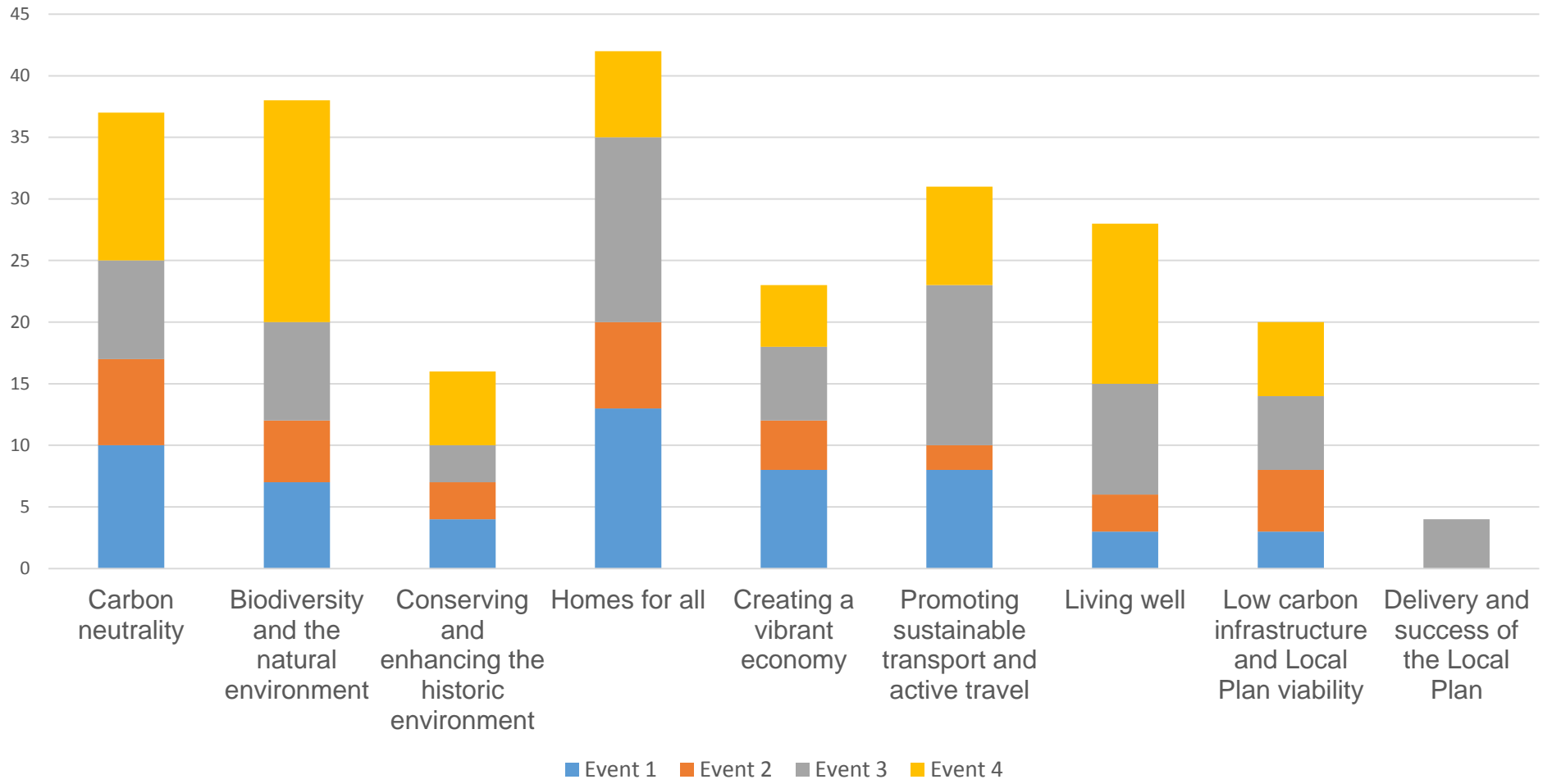
### Have Your Say poll result - What issues are the most important to you? (Select up to 3)



As the above chart illustrates, when people were asked at the virtual interactive events what were the top three issues Biodiversity came out at being the top priority, followed by conserving and enhancing the historic environment and then living well.

**Slido poll result from consultation events – What are the most important priorities to you in the new Local Plan? (Pick up to 3)**

## What are the most important priorities to you in the new Local Plan? (Pick up to 3) Slido Poll results



As the above chart illustrates 'Homes for All' came out as the most important priority, followed by biodiversity and the natural environment and carbon neutrality in 3<sup>rd</sup> place.

### Twitter poll results – Which of these issues is important to you?



In terms of the Twitter polls, 'Conserving local history' came out the highest in the 1<sup>st</sup> poll (10<sup>th</sup> March) followed by 'Carbon neutrality' and when the identical poll was run again on the 12<sup>th</sup> March 'Living well' and having a 'Vibrant economy' came out the highest.

There were 603 direct responses to this part of the question.

Option	Citizenspace
Yes	205
No	184
Not Answered	214





## Creating a vision for the new Local Plan

It is important as part of the preparation of a Local Plan the council establishes a vision for the future that accurately reflects the aspirations of the community and there is a set of objectives that set out how the vision in the new Local Plan will be delivered. Consultation on the Strategic Issues & Priorities document included 4 alternative growth options (in terms of how new growth should be accommodated in the district) and it will be important that the preferred growth strategy is included in the updated Local Plan vision.

- 1) **Is the vision in the current Local Plan still appropriate for inclusion in the new Local Plan?**
- 2) **What, if anything needs to be changed?**

### General comments:

There was a wide range of views and ideas that were put forward in response to the above questions. The majority of people agreed that the vision in the current adopted Core Strategy was out of date as it was drafted some years ago and it was focused on housing, tourism and employment and a place to 'live, visit, work and do business'. It was considered that the challenges that are facing the district are significantly different and the vision needs to be updated to reflect that we are dealing with a period of accelerated change which has been a result of COVID-19 and climate change.

Allied to this, it was also pointed out that as the Local Plan is looking over a long period of time, the vision needed to be flexible to enable it to deal with changes that might be unforeseen at this moment in time.

### Key points/issues:

- 304 people commented that there needs to be a much greater emphasis on climate change and the carbon neutrality journey based on realistic and viable change objectives, promoting sustainable and attractive development, reducing and the use of technology and renewable energy to reduce and mitigate against CO<sub>2</sub> emissions, increasing and retaining green spaces, promoting biodiversity and reducing the impacts of climate change. The vision needs to reflect the behavioral change as a result of the COVID 19 pandemic which includes a shift away from high street shopping, more people working from home and the impacts of this on people's social, physical and mental health (C1, C4, C9, C15, C19, C33, C35, C40, C54, C59, C64, C75, C76, C79, C87, C88, C111, C118, C123, C138, C160, C164, C168, C190, C226, C227, C231, C239, C321, C347, C248, C253, C255, C260, C255, C260, C262, C280, C286, C291, C292, C293, C309, C331, C342, C343, C352, C353, C361, C363, C364, C365, C381, C383, C388, C388, C429, C436, C437, C439, C461, C462, C471, C483, C487, C497, C532, C548, C550, C570, C574, C578, C579, C570, C580, C593, C597, H61, E85, C597, E1224,

E1232, E1233, C580, E1244, E1246, E1233, E1242, H99, E882, E282, E1233, C355, C386, C480, C540, C554, C562, C130, C149, C291, C304, C314, C336, C382, C397, C399, C404, C407, C408, C421, C429, C471, C511, C513, C537, C534, C567, C568, C569, C588, C597, C601, C603, E1221, E1230, C549, E95, E97, E102, E105, E110, E119, E165, E167, E187, E216, E228, E240, E248, E249, E254, E278, C162, E286, E292, E299, E311, E322, E330, E344, E389, E399, E499, E528, E546, E583, E595, E619, E649, E727, E736, E741, E745, E588, E877, E886, E887, e888, E889, E892, E893, E896, C364, E897, E898, E900, E907, E909, E910, E911, E912, E913, E914, E915, E916, E917, E919, E923, E925, E926, E927, E929, E930, E931, E938, E939, E942, C233, E944, E946, E947, E950, E953, E955, E956, E961, E964, E966, C140, E969, E970, E971, E974, E976, E978, E979, E980, E983, E986, E987, E992, E993, E995, E996, E999, E1001 E1002, E1003, E1004, E1005, E1006, E1007, E1008, E1010, E1013, E1016, E1017, E1022, E1023, E1029, E1031, E1033, E1034, E1043, E1044, E1048, E1043, E1052, E1059, E1061, E1063, E1073, E1075, E1087, E1091, E1093, E1094, E1096, E1117, E1122, E1125, E1132, E1135, E1136, E1140, E1141, E1145, E1150, E1153, E1154, E1155, E1157, E1159, E1166, E1169, E1173, E1178, E1181, E1186, E1188, E1189, E1193, E1202, E1206, E1209, E1191, E1194, E1205, E1166, E1200, E368, E572, E928, E1025, E1030, E1218, E586, E1209, E739, E845, E937, E999, E580

- 18 comments supported the need to include principle of the fifteen minute neighbourhood in the vision and this concept should be taken in to account when considering the allocation of sites for future development across the district as this is a tool that will assist with the delivery of sustainable development by creating walkable neighbourhoods (C47, C76, C215, C309, C376, C383, C532, C535, C559, C457, C462, C489, C516, C483, C586, C597, E1218, E1242). A number of developers who promoting specific sites also referred to this concept in support of their scheme. Linked to this point was the need to reduce traffic congestion and pollution in central Winchester, to improve its ability to act as a public transport hub for the whole district, and to achieve its potential as a high quality historic urban environment where creative human interaction can take place.
- 2 comments stated that there was no change needed to the vision in the current Local Plan (E1133, E1149) and 2 people commented that nothing in the vision needs to change as there is only the need for a small number of additional housing to meet the 2038 target (C520, E520)
- 1 person commented whether there was a need to identify 3 specific geographical areas in the vision (E1244) whereas 1 person commented that wanted to ensure that the spatial strategy did reflect the 3 specific geographical areas (C121)
- 2 people commented that the vision does not currently represent the parishes in the more rural areas (E1233, E580)
- 1 person commented that the vision does reflect a major part of the district that is more sustainable (E1233)

## Sustainability

- 21 people commented that the vision should embed the UN Sustainability Goals (C255, C262, C79, C226, C231, C343, C461, C497, C523, C535, E845, E1232, C119, C118, C429, C516, C535, E1222, E1209, E1209)
- 1 person commented that there was a need to include reference to environmentally friendly, therefore, diverse, dynamic and environmentally friendly communities (C342)
- 1 person commented the need to ensure that there was audit trail to show the way that each development is going to offset its carbon footprint during the build and ongoing usage (E937)
- 1 person commented that the existing vision is directing growth in areas that are less sustainable areas/settlements and it is unlikely to be compatible with the carbon neutral goal (E580)
- 1 person commented on the need to ensure that climate emergency is addressed wholeheartedly and in full throughout the Local Plan (C550)

#### **Brownfield/Greenfield land**

- 46 people commented on the need to ensure that vision was clear that it will promote and prioritize the re-development and reuse of brownfield land, repurposing disused or redundant shops/offices/buildings/car parks in town centres over greenfield land and more imaginative use of land (C363, C195, C498, E882, C579, C32, C35, C44, C57, C91, C99, C146, C191, C199, C259, C274, C276, C280, C313, C318, C326, C351, C579, C450, C478, C546, C581, C521, E1042, C371, C371, C481, C445, C280, C292, C293, C487, C588, E167, E216, E572, C469, E1030, E1165, E937, E999)
- 2 people commented on the need for the vision to refer to the redevelopment of redundant military areas (C478, C588)

#### **Landscape/Biodiversity/Recreation:**

- 188 people commented that the vision should incorporate and support a Green Belt to prevent urban sprawl (C53, C155, C183, C319, C498, E882, C579, E282, C351, C450, E1042, C534, C560, C588, C35, E563, C214, E95, E97, E102, E105, E110, E119, E165, E167, E187, E214, E216, E228, E240, E248, E249, E254, E278, C162, E286, E292, E299, E311, E322, E330, E344, E389, E399, E499, E528, E546, E583, E595, E619, E649, E727, E736, E741, E745, E588, E877, E886, E887, e888, E889, e892, E893, E896, C364, E897, E898, E900, E907, E909, E910, E911, E912, E913, e914, E915, e916, E917, E919, E923, E925, E926, E927, E929, E930, E931, E938, E939, E942, C233, E944, E946, E947, E950, E953, E955, E956, E961, E964, E966, C140, E969, E970, E971, E974, E976, E978, E979, E980, E983, E986, E987, E992, E993, E995, E996, E999, E1001, E1002, E1003, E1004, E1005, E1006, E1007, E1008, E1010, E1013, E1016, E1017, E1022, E1023, E1029, E1031, E1033, E1034, E1043, E1044, E1048, E1043, E1052, E1059, E1061, E1063, E1073, E1075, E1087, E1091, E1093, E1094, E1096, E1117, E1122, E1125, E1132, E1135, E1136, E1140,

E1141, E1145, E1150, E1153, E1154, E1155, E1157, E1159, E1166, E1169, E1173, E1178, E1181, E1186, E1188, E1189, E1193, E1202, E1206, E1191, E1194, E1205, E1166, E1200, E368, E572, C469, E1025, E1030, E1176, E999)

- 22 people commented that they wanted the vision to protect the valuable green spaces and local gaps surrounding Winchester and other settlements from encroachment as this is of exceptional quality (C73, C372, C472, C499, C259, C318, C321, C326, C483, C478, C337, C539, C554, C555, C589, C63, C118, C291, C404, C487, E216, E928).
- 16 people commented on the need for the vision to provide more consideration and protection of the district's countryside, wildlife, natural habitats and the rural economy not just larger settlements (C23, C119, C372, H122, C274, C321, C529, C556, C382, C429, E1221, C278, C241, C549, C572, E937)
- 11 people commented on the need for the vision to protect and giving stronger protection to the gaps between settlements, rural area recognizing the value of trees, woodlands and hedgerows that contribute towards the character and identify of the varied landscapes (C156, C208, C277, C287, C274, C244, C249, C305, C386, H128, E937).
- 8 people commented on the need for vision to recognise that more recreational space is required as a result of COVID-19 (H128, C149, C304, C513, C601, E1230, C192, E216) and facilities for culture and the arts (C601) and the vision needs to refer to leisure and sports (C214)
- 4 people commented on the need for the vision to protect biodiversity and prevent the destruction of natural and ecological habitats and the countryside (C243, E1165, E1176, E937)
- 2 people commented on the need for vision to have more stringent policies on light pollution and environmental health pollutions and air quality (C244, C398, )
- 1 person commented on the need for the vision to place more emphasis on the goals of the Natural Recovery Network (C549)
- 1 person commented the need to ensure that the vision fully considers the protection of rural landscape and countryside that lies to the north and west of Winchester which is considered to warrant special designation (C3), 1 person commented that the rural and green gaps to north of Winchester must be protected and conserved (C21)

#### **National Park:**

- 3 people commented that the vision needs to make sure that it picks up on the setting of the National Park and its special qualities (E1240, E1233, E580)
- 1 person commented that more consideration should be given in the vision of the role of villages that are part in and part out of the National Park in terms of the impact of development and infrastructure (C302)
- 1 person commented on the need for the vision to strengthen and protect the countryside from large scale development both inside and outside of the National Park (C335)

- 1 person commented on the need for the vision to reflect the fact that North Boarhunt to be considered as part of the SDNP (C492)
- 1 person commented on the need to strengthen the vision to allocate areas that are away and do not put pressure on the SDNP (E1116)

### Heritage

- 12 people commented that the vision needs to recognise and place more emphasis on the exceptional and invaluable quality and character of the rich historic and cultural heritage of the city and the setting of the surrounding countryside (C580, C63, C256, C279, C360, C594, C429, C452, C549, E167, E1218, E580) but it is more than just the city (C464) and the vision should make more specific reference to the protection of the existing historic and natural environment (C445, E580)
- 2 people commented on the need for the vision to invest and regenerate Winchester city centre (C450, C63)
- 2 people commented on the need for the vision to have a stronger emphasis on the quality of the environment and well being of people (C197, E1165)
- 1 person commented that the vision should highlight the importance of maintaining the quality of an historical small city (C299)

### Housing

- 24 people commented there was a need to ensure that vision supports rural areas and allows them to grow and respond proportionally to local affordable housing needs, whilst retaining their individual identity, distinctive characteristics, needs and rural character as otherwise they become less sustainable as they lose shops, services and facilities (C251, E882, C351, C114, C282, C39, C42, C144, C329, C371, C528, C292, C382, C588, E167, E216, E572, E928, E343, E586, E678, E999, C515, E1121)
- 23 people commented on the need for the vision to focus the vision on ensuring that all development is sustainable and better quality housing and development, social housing the use of technology to assist with mitigation of climate change and a local carbon lifestyle locally, including charging points and housing is designed in a way that allow people to work from home and multi-generational living and an ageing population (C352, C309, C336, C439, C453, C113, C480, C586, H128, C118, C291, C314, C397, C407, C408, C429, C603, C241, C549, C469, E937, C515, E580)
- 11 people commented that the vision needs to state that Winchester should take the bulk of housing as it is the most sustainable location but there is a real issue of affordability and more affordable homes should be built for single and young families (C5, C315, C336, C351, C478, C60, C481, C540, E114, E1116, E1149), 7 people commented that the larger settlements/market towns should accept and have an important role in meeting the district's housing requirements (C315, C528, C540, C557, C515, E678, E1162) whilst

- 7 people commented that the vision needs to place less emphasis on housing and more emphasis on maintaining and protecting the countryside (C394, C475, E187, E1030, E1165, E1176, E937)
- 6 people commented that it was important any development needs to be proportional (C329, C528, C528, C515, E167, C515)
- 5 people commented that the vision needs acknowledge that the towns and larger villages have seen enough development and losing their character and distinctiveness and need to remain as villages and protect them against suburban development smaller villages have not been allowed to develop (C5, C282, C49, C334, E1221)
- 3 people commented that the vision needs to be updated to reflect decisions about the most suitable distribution for housing in the future as it is currently based on where development was focused in the adopted LP (C323, E114, E1116),
- 2 people commented that the vision needs to focus on the point that homes should be created where there is a genuine need and settlements should not be allowed to merge together as they lose their identity (C101, E1116)
- 2 people commented that the vision should promote pedestrianised mixed use housing, hospitality, culture and small retail (C453, C355)
- 2 people commented on the need for the vision to acknowledge that the settlements within the southern fringes of the district are some of the most sustainably located, with access to local areas of education, employment, and leisure along the M27 corridor and the rail line, connecting these settlements to each other as well as Southampton and Portsmouth (E678, E999)
- 2 people commented on the need for the vision to have a wider outlook than just on Winchester, and need to consider at a strategic context/level (E739, E1116), and 2 people commented on the role Winchester has in delivering the growth needs across Hampshire which have higher numbers and or are otherwise constrained due to environmental and sustainability factors (E739, E1116).
- 2 people commented on the need for the vision to be updated as it provides an opportunity to identify different areas of growth for homes, jobs and infrastructure and a proportionate amount growth (E586, C515)
- 2 people commented on the need for the vision to consider the availability of water resources and the disposal of wastewater (C299, E1025)
- 1 person commented that the vision needs to state that Winchester is set in beautiful countryside with excellent transport links and overbuilding new residential homes close to the city will destroy the whole character and access to green spaces (C579)
- 1 person commented that there is currently too much focus in the current vision on larger housing developments and there is now a need to take account the diversify for self build and to build as green as possible in the rural and semi rural areas (C600) and 1 person commented that there is the need for housing for all ages (C276)
- 1 person commented that the vision needs to reflect the fact that housing requirements are far in excess of what is required and no additional numbers are added (C487) and 1 person commented that there would a lower demand for housing as a result of Brexit (C511)

- 1 person commented that the vision needs to acknowledge that market towns and villages have a limited ability to sustainably increase local infrastructure (transport, medical, shopping and schooling) (C561) and 1 person commented that we do not have the ability to deliver the Council's Climate Emergency Declaration and should not be part of the strategic growth allocation (E1116)
- 1 person commented that the current vision does not enough have enough emphasis on villages that are located outside of the SDNP (C316)
- 1 person commented that the vision needs to recognise that not all towns and villages want too many facilities and development (C93)
- 1 person commented that the vision needs to acknowledge that since 2011 a lot of housing has been built against Policy (C136) and 1 person commented that there is no clarity about the overarching principles for planning for the area which means that numerous departures have taken place since the plan drafted (C186)
- 1 person commented that specific reference to Waterlooville and North Whiteley should be removed (C241) and 1 person commented that their role will diminish over the LP period (E1162). There was contrary view that North Whiteley should remain in the vision and it needs to specifically refer to further potential at North Whiteley to accommodate additional growth (E1128).
- 1 person commented that there should be more emphasis on unlawful development and settlement (travellers) (C278)
- 1 person commented that the vision should emphasis that there are major problems with permitted development and enforcement (C170)
- 14 people commented that the vision should acknowledge that the most important function of the vision is to agree how and where to provide homes for our current and future needs (C19, E95, E97, E102, E105, E110, E119, E165, E187, E368, E928, E1025, E1030, E999)

### **Services, facilities and the local economy**

- 13 people commented that the vision needs to acknowledge that there has been a massive change in retail and the use of retail areas and there will be fewer shops in the city centre and what opportunities and challenges this brings (C60, C87, C336, C404, C424, C429, E1221, E167, E216, E572, C469, E937, E999)
- 11 people commented that the vision needs to ensure that there was sufficient emphasis on the importance of local shops, local industry, small businesses and local schools to make them self sustaining which are all essential for the vision to be realised which will help with the climate emergency and shift towards more home working and reduce the need to travel (C309, C37, C329, C528, C557, C280, C293, C421, C424, C515, E1116)
- 11 people commented that the vision needs to recognise that online shopping habitats are unlikely to be reversed (C276, C280, C291, C292, C314, C399, C469, C483, C493, E167, C469)

- 10 people commented that the vision needs to support the regeneration of the city centre, environmental improvements and focus on town centres, jobs and the local economy and attract young local working population (C259, C351, C371, C561, C482, C346, C356, C521, E167, E116)
- 9 people commented that the vision needs to state that new development should be located in areas where this is appropriate and existing infrastructure and amenities including public transport and protect existing locations from over development (C472, C114, C431, E563, C469, E1165, E678, C515, E116)
- 4 people commented that the vision needs to support the diversification of the economy through the promotion of knowledge, tourism, creative, arts and education sectors (C273, C480, C452, H70)
- 3 people commented that the vision needs to focus on providing a good environment for businesses and start ups to grow and bringing local businesses into the city (C194, C245, C192)
- 3 people commented that the vision needs to acknowledge that as a result of the pandemic ensure that everyone has access to sustainable, healthy, nutritious, affordable and ethically sourced food and better food choices (C516, C241, C535)
- 2 people commented on the need to incentivize more independent shops and eateries (H128, C280, ) and 1 person commented on the need to bring people back into the city and town centres (C445)
- 1 person commented that the vision needs to refer to and support faster Broadband for everyone (C77)
- 1 person commented that the vision needs to give greater clarity on the future development at the University of Winchester and the Royal County Hospital as they have a large carbon footprint (C197)
- 1 person commented that the vision needs to acknowledge that larger sites (Winchester MDAs) have historically been able to deliver infrastructure and a high percentage of the affordable housing when compared to smaller sites and provide a greater the critical mass that promotes self-sufficiency and a reduction in travel demand (E1116)
- 1 person commented that the vision needs to protect and enhance rural businesses (C507)

## Transport

- 12 people commented that the vision needs to curb traffic and the reliance on the personal car and develop strategies to enhance the safety of people who use non motorised and active travel as the road network and infrastructure are already under pressure (C316, C336, C501, C445, C487, C513, E1218, E1218, E937, C515, E1121, E1116)



- 9 people commented that the vision needs to consider and have an integrate public transport policy, transport infrastructure, reduce traffic volumes, traffic congestion, the need to travel, promote active travel to reduce the environmental impact and a transport system for the 21<sup>st</sup> century that takes into account COVID learning (C27, C282, C394, C501, C538, C421, C424, E586, E1116 )
- 8 people commented that the vision needs to develop and support a sustainable transport system 21<sup>st</sup> century and a better cycle and footpath network (C538, H128, C276, C280, C292, E1230, E1121, E1116)
- 3 people commented that the vision needs to support car parking on outskirts and a park and ride system and redevelop the car parks in the centre (C280, E572, E1253)
- 2 people commented that the vision needs to take forward the aims and be in tandem with the Winchester Movement Strategy and reduce traffic congestion in the centre of Winchester (E1218, E1253)

### **Balance between Winchester as a city and other settlements**

- 189 people commented that the vision should not be Winchester-centric and it should consider and support the role and the important character of the market towns and rural areas by creating a coherent and consistent vision for the whole of the district. This is on the grounds that Winchester City has one third of the District's population and is a vitally important centre particularly for the northern part of it and should be promoted as such (C19, C497, C580, C119, C316, C579, E282, C243, H128, C118, C429, C482, C487, C534, C588, E1221, E1230, C138, C144, C192, E95, E97, E102, E105, E110, E119, E165, E167, E228, E240, E248, E249, E254, E278, C162, E286, E292, E299, E311, E322, E330, E344, E389, E399, E499, E528, E546, E583, E595, E619, E649, E727, E736, E741, E745, E588, E877, E886, E887, e888, E889, e892, E893, E896, C364, E897, e898, E900, E907, e909, E910, e911, E912, E913, e914, E915, E916, E917, E919, E923, E925, E926, E927, E929, E930, E931, E938, E939, E942, C233, E944, E946, E947, E950, E953, E955, E956, E961, E964, E966, C140, E969, E970, E971, E974, E976, E978, E979, E980, E983, E986, E987, E992, E993, E995, E996, E999, E1001 E1002, E1003, E1004, E1005, E1006, E1007, E1008, E1010, E1013, E1016, E1017, E1022, E1023, E1029, E1031, E1033, E1034, E1043, E1044, E1048, E1043, E1052, E1059, E1061, E1063, E1073, E1075, E1087, E1091, E1093, E1094, E1096, E1117, E1122, E1125, E1132, E1135, E1136, E1140, E1141, E1145, E1150, E1153, E1154, E1155, E1157, E1159, E1166, E1169, E1173, E1178, E1181, E1186, E1188, E1189, E1193, E1202, E1206, E1209, E1191, E1194, E1205, E1166, E1200, E572, E928, E1025, E1030, E1209, E845, E999)
- 1 person commented that the vision should show how Winchester will be a special place and not just a clone of others (C192)
- 1 person commented that the vision needs to set out a more joined up decision making for the city and the surrounding suburbs in the form of three-dimensional spatial strategy (E1218)
- 1 person commented that there should be a strategic overview of how the town as whole should develop, building on its strength and address the problems by developing the work on the Vision for Winchester (E1253)

## Summary of most popular key headlines:

The need for the vision to:

- be updated as it was drafted some years ago and it is currently focused on housing, tourism and employment and a place to 'live, visit, work and do business'
- acknowledge that the challenges that are facing the district are significantly different and we are dealing with a period of accelerated change as a result of COVID-19
- incorporate behavioral change as a result of the COVID 19 which has resulted in a shift away from high street shopping, more people working from home and the impacts of this on people's social, physical and mental health and the need for more recreational space
- specifically refer to climate change, the Winchester City Council's carbon neutrality journey and UN Sustainability goals
- promote sustainable and attractive development, the use of technology and renewable energy to reduce and mitigate against CO<sub>2</sub> emissions
- ensure the vision is not Winchester centric and it should support the role and importance of the market towns and the rural area
- refer to the concept of a 15 minute neighbourhoods whilst acknowledging that this does not work everywhere especially in the rural area the peripheral part of the Winchester
- be clear that it will promote and prioritize the redevelopment, repurpose of brownfield land/disused buildings
- stop urban sprawl by incorporating and exploring ways of protecting the countryside (such as Green Belt), increasing and retaining green spaces, countryside, promoting biodiversity, protecting wildlife, natural habitats and the gaps between settlements
- address the setting of the South Downs National Park
- place a greater emphasis on the rich historic and cultural heritage
- allow settlements to grow and respond in a proportional way to accommodate any additional growth
- ensure that there was a greater emphasis on the ensuring the development is sustainable, better quality, flexible and multi-generational housing that is accompanied by environmental improvements and a focus on town centres
- ensure affordability and the need for the accommodation for single and young families
- locate development where there is already existing infrastructure
- promote start ups and attracting new businesses to the district
- curb traffic, reduce pollution and create an integrated public transport system including park & ride

## Question 2

**Are there any elements of the Winchester Town Forum's Winchester 2030 document that could be used to help inform a vision for the Local Plan (which covers the whole of the district outside of the SNDP)?**

### General

- 30 people commented that the Local Plan needs to be taken in the context of the wider area/district and their needs (C23, C79, C111, C119, C192, C226, C227, C231, C236, C241, C253, C262, C278, C292, C315, C325, C331, C348, C361, C364, C382, C428, C487, C494, C497, C523, C539, C540, C559, C596),
- 17 did not know about the Winchester Town Forum vision (C40, C61, C81, C100, C164, C186, C198, C199, C215, C216, C326, C327, C334, C346, C351, C404, C477)
- 16 people agreed that Winchester Town Forum vision could be used to inform the Local Plan (C38, C75, C103, C148, C149, C160, C168, C190, C250, C282, C329, C515, C570, C586, C593, C601)
- 12 people commented that the Winchester Town Forum vision does not reflect the remainder of the district especially those parishes in more rural areas (E1233, C208, C236, C241, C244, C255, C278, C290, C293, C314, C437, C539),
- 9 people disagreed that the Winchester Town Forum vision could be used to inform the Local Plan (C177, C234, C278, C306, C498, C514, C539, C559, C584),
- 6 people commented that they had no idea/not enough information/they were not qualified to answer about the Winchester Town Forum vision (C130, C220, C245, C416, C492, V498)
- 6 people commented that there needs to be a balance of the Winchester Town Forum vision (C79, C226, C461, C487, C540, C580)
- 5 people commented that it needed to take into consideration the view of other organisations (C291, C314, C567, C568, C569)
- 5 people commented that they had not read the Winchester Town Forum vision (C136, C276, C330, C376, C560)
- 5 people commented that the Winchester Town Forum vision needs to care about our history, heritage and setting of historic character of the city (C342, C394, C441, C574, C580),
- 4 people thought that the Winchester Town Forum vision was not applicable (C19, C93, C278, C305)
- 3 people commented that it needs flexibility to be able to change with changing times and technology should be the vision for the whole of the district (C277, C386, C528)
- 2 people thought that the Winchester Town Forum vision probably could be used (C21, C491)
- 2 people were not sure what the Winchester Town Forum vision was trying to achieve (C155, C156)

- 2 people thought the Winchester Town Forum vision was waste of public funds that could have been better spent on issues facing the district / not sure what value can be drawn from it (C155, C539)
- 2 people commented that the Town Forum vision was irrelevant to the rest of the district as Winchester has facilities that majority of local villages only dream of (C5, C8)
- 2 people comments that the LP should endorse Section 4, 5 and 6 of the Winchester Town Forum vision (C343, C365)
- 2 people commented that the current LP based on creating new houses where no new jobs and facilities (C160, C168)
- 1 person commented that you should start again (C191)
- 1 person commented that needs to take account of the views of the majority of people to ensure that it takes on board the silent majority (C523) and the interconnectedness with the surrounding towns and villages (C293),
- 1 person was unsure why the collaborative work undertaken around Silver Hill was not mentioned as it was an inclusive process (C507)
- 1 person commented that it needs to reinforce good design and biodiversity net gain (C528)
- 1 person commented that it was unrealistic to be carbon neutral by 2030 (C248)
- 1 person commented that it did not contain a large number of people's opinions (C292)
- 1 person was unaware of the OneGreatWin (C452)
- 1 person commented that there should be a chance to produce a vision for the district (C482)
- 1 person commented that the Winchester Town Forum vision was fine but what is vitally important has not been addressed (C550)
- 1 person commented that it was a consultants joy ride (C60)
- 1 person commented that the Winchester Town Forum vision does not address how the statutory development will deliver housing, jobs and infrastructure and where difficult decisions need to be made (C559)
- 1 person commented that as they were one of the developers delivering the largest urban extension project in Winchester they were concerned why they was not asked to contribute towards the Vision (C260)
- 1 person commented that there needs to be local housebuilders who have a vested interest in the City and villages involved in the process (C340)
- 1 person commented that it would be interesting to consider the reverse and to explore to whether other parts of the district that are outside of the SDNP but are adjacent might benefit from creating corridors to SDNP (C549)
- 1 person commented that the Winchester Town Forum vision was very relevant to Winchester (C144)
- 1 person commented that it is important that whilst maintaining and enhancing local distinctiveness (C528)
- 1 person commented that the Winchester Vision is more about culture and approach to be used to achieve the vision (C123)
- 1 person commented that there was support for a shift away from "big city centre projects" and a move towards building resilient communities (C515)

- 1 person commented that there should be more about the preservation, display and protection of unique historical character of Winchester (C574, C476)
- 1 person commented that the vision needs to take into account falling birth rate (C53)
- 1 person commented that it should take into account Ecology (C556)
- 1 person agreed with all but the first six critical values (C54) and 1 person commented that Values 2 and 5 would be valuable additions to the Vision (C54)
- 1 person commented that they supported the 5<sup>th</sup> objective (C597) and 1 person supported part 3 Section 4 (C578)
- 1 person commented that development work that has been completed and how infrastructure expansion and improvement will be delivered (C125) and 1 person commented that housing development has not taken place with key infrastructure such as roads (C125)
- 1 person commented that the vision must be flexible to be able to change with time and changing technologies (C277)
- 1 person commented on the need to improve transport, infrastructure and air quality; create a green and environmentally friendly area are equally relevant to not just Winchester but the rest of the district (C342)
- 1 person commented that there was a need for the vision to acknowledge that all areas of Winchester feel a sense of community and not just the centre and the need to boost the placing of people coming into the city centre (C356), the city needs to be accessible and make the city accessible to the visually impaired and for disabled people which is a serious omission in the handbook on the Vision for Winchester (C542)
- 1 person commented that there was a need for the vision to retain its importance as an area of natural beauty and protection of the environment need to limit the number visiting through access charges, parking limitations and perhaps even fewer shops, pubs, cafés and restaurants (C529)
- 1 person commented that the Winchester Town Forum vision does not go far enough, need for a city masterplan to guide development over the next 20-30 years to 2050 allowing Winchester to become a zero carbon city (C550)

### Transport

- 15 people commented that the theme 'City by Walking' does not relate to the communities that live on the peripheral parts of Winchester Town (C291, C314, C363, C372, C397, C399, C407, C408, C421, C494, C513, C567, C568, C569, C603)
- 14 people on the hand supported the 15 minute town (C42, C47, C160, C168, C190, C383, C457, C462, C489, C515, C516, C586, C597, C601)
- 11 people commented that Winchester is a hub or centre and it should be promoted as such but it must be easily accessible to "out of town" as well as "town" residents (C79, C119, C226, C227, C231, C253, C255, C262, C347, C461, C497)

- 6 people commented that they would support efficient, low pollution public transport, walking and cycling (C353, C394, C493, C501, C528, C586), electric vehicles (C528) and cycle friendly radial routes on Andover Rd, Romsey Rd, Stockbridge Rd and St Cross Rd (C396)
- 6 people commented that there needs to be a greater emphasis on public transport and desire to travel less and reduction in car use (C42, C168, C239, C280, C352, C383)
- 5 people commented that there needs to be a balance with access available to residents of the town as well as those out of town (C487, C494, C567, C568, C569)
- 3 people thought that the 15 min city could be appropriate for other areas (C429, C532, C542)
- 2 people commented that the vision needs to identify anything that relates to sustainable public transport not just creating existing highways and byways (C12, C249) and sustainable aims and objectives should be cascaded down through the district (C600)
- 2 people commented that the 15 min city could support and encourage more diversity in the retail offer with the encouragement to independent retail and food entrepreneurs and a diversification such a local food shop that is also a community hub, giving streets and spaces back to people to be used in creative ways, creating hub/pause spaces for community gardens/public community squares, mapping access to food and all public realm spaces and open spaces for all ages and genders (C516, C535) and small green or grey spaces or blue for meeting and enjoying (C586)
- 1 person commented that there needs to be a reduction in emissions (C501), 1 person commented that there is a lack of understanding regarding cycle and traffic management (C248), and 1 person commented that the 15 minute city could be interpreted as putting all growth within 15 minutes of the city (C559)
- 1 person commented that there should be a linked 15 minute walking or cycling should not be adopted into the vision as this level of localization and regionalization that this would drive into community is too extreme for social and economic sustainability (C76) and a 15 minute city idea across the district is not useful / realistic (C353, C513)
- 1 person commented that if Free Ports are to be developed then land in Hampshire close to thee should form part of the overall plan (C274)
- 1 person commented that there should be more pedestrianised roads an support small housing, hospitality, independent retail and other small company offices at a local hub scale (C453)
- 1 person commented that there should be the creation of a northern relief road to speed traffic around the city in the event of issues on the M3/A34 to avoid goods traffic using local roads (C543)

## Housing

- 8 people commented that you should develop brownfield sites first for housing (C114, C256, C274, C280, C475, C478, C500, C586), reuse the old Army camp at Badgers Farm Road (C114), presumption against large scale greenfield sites (C388) and maintaining unspoilt countryside (C394, C500) and build on car parks in the centre (C452)
- 3 people commented that COVID-19 has resulted in a vacant office space that should be used for housing (C114, C274, C388)
- 2 people commented that new housing that is being built is not offering quality of living with walking routes and additional facilities or creating the need for car use (C149, C160)
- 1 person commented that the vision needs to identify opportunities for all ages to self build homes which are affordable with eco-credentials (C58) and housing for first time buyers and people wishing to downsize (C388)
- 1 person commented that small developments in smaller places have a greater impact (C274)
- 1 person commented that the vision should encourage each settlement and community to be sustainable by itself (C309)
- 1 person commented that market towns and larger villages will need to grow to enable them to continue to be vibrant (C315)
- 1 person commented that the vision should take into account residents views on overbuild of housing and transport links (C563)

#### Decision making

- 11 people commented the need for more involvement of local organisations such as Parish Councils and the majority of people outside Winchester City need to be consulted on (C87, C144, C286, C372, C382, C397, C399, C404, C408, C421, C603)
- 5 people commented that decisions should take account of a wide range of local views and priorities in an open and transparent way (C27, C42, C76, C197, C372)
- 5 people commented that there should be greater and better meaningful engagement, consultation with local expertise and committed people / members of the public (C47, C155, C282, C353, C436) in a collaborative way and identify a Champion (C356)
- 2 people commented that the vision should encourage people and residents to take control of where they live and make the area feel theirs (C15, C335)
- 1 person commented that there needs to be strong leadership with the council and community working together to solve problems (C352) and the need to develop widespread consensus , trust and a more creative open inclusive leadership (C356)
- 1 person commented that there needs to be an emphasis on small improvements at a local level is admirable and necessary but it is not sufficient basis for the Local Plan (C123)
- 1 person commented on the need to keep our heritage and farming life styles alive and being able to pass them onto our children and the City is run completely differently from the countryside (C278)
- 1 person commented that there was not enough focus on the settlements that are outside if the SDNP (C316)
- 1 person commented that the level of consultation needs in the rural areas needs to be of equal significance (C429)

- 1 person commented on the need to minimise carbon and pollution thus protecting the historic environment are welcomed (C326)
- 1 person commented on the need to ensure that climate change is at the heart of decision making (C481)
- 1 person commented that it needs to reflect the new challenges and declining high streets (C326)
- 1 person commented that the Council needs to employ a 'Making things happen person/organization' (C356)

#### **Facilities**

- 3 people commented that our entire lives, open space home working and online shopping has altered as a result of COVID-19 (C32, C124. C388)
- 2 people commented on the promotion of amenities for culture, leisure, recreation and well being (C280, C394)
- 1 person commented on the need to encourage pop up parks and community orchards (C15)
- 1 person commented that housing should have a village green space for community interaction (C149)
- 1 person commented that the vision needs to promote the growth of businesses and promotion of enterprise (C280)
- 1 person commented on the need to give small businesses a voice (C356)
- 1 person commented that there should be more emphasis on services and facilities to outlying neighborhoods to reduce the need to travel (C383)
- 1 person commented that Winchester will remain a key centre for services and continues to be accessible (including by the car) (C293)
- 1 person commented that resilience and a healthy environment rich in biodiversity are core to the very nature of our planet's survival and should be at the heart of the vision (C321)
- 1 person commented that the vision should limit new commercial and retail growth (C394),
- 1 person commented that retail outlets are no longer a viable business model for town, offices and homes offer no amenity value to attract visitors (C574)
- 1 person commented in the need to take account of how Winchester's high street has suffered pre and post pandemic

#### **Ecology/nature conservation/sustainability**

- 2 people commented that there is a need to protect green spaces for biodiversity, health and wellbeing (C478, C481)
- 2 people commented that Greenbelt should be a priority (C256, C274)
- 1 person commented on the need to bring local countryside, produce and food into the heart of our city and villages (C57)
- 1 person commented that there should be a greater emphasis on open space and nature as a result of the pandemic (C388)
- 1 person commented that there needs to be a commitment to ecology (C441)



- 1 person commented on the need to develop brand guidelines for sustainability where heritage, culture and biodiversity meet (C356)
- 1 person commented that the vision should state no building on farmland and a big new town would destroy the culture and lifestyles of many people who live there (C566)

**Summary of key headlines:**

**The need to:**

- ensure that the Local Plan is balanced and it reflects the needs of the whole of the district
- use some of the elements of the Winchester Town Forum vision to inform the Local Plan but acknowledged that it does not reflect all of the district especially those parishes in the more rural areas
- use City of Walking as a concept but acknowledge that it does to relate to communities that live in the peripheral parts of Winchester Town
- support for efficient, low pollution transport, greater emphasis on public transport and cycle friendly radial routes
- develop brownfield sites first for housing and reuse vacant office space for housing
- involve more organisations such as Parish Councils with better and more meaningful engagement and consultation
- acknowledge that COVID-19 has changed the way we want to live, work and shop
- protect green spaces for biodiversity, health and wellbeing

This page is intentionally left blank

**Your Place, Your Plan**

**‘Homes for All’ –  
Development Strategy**

**Summary of Comments and  
Issues Raised**

# **Contents**

- 1 Development Strategy – Summary of Responses**
- 2 Alternative Approaches – Summary of Responses**
- 3 Assessment of the Key Issues**

**1. Development Strategy – Summary of Responses (Homes for All Question 1)**

1.1 A key element of the consultation in relation to Homes for All concerned the potential development strategy. Four possible Approaches to the spatial distribution of development were outlined in the Strategic Issues and Priorities document, although it was recognised that variations on these could be developed. Question 1 was about respondents’ preferences for the 4 Approaches:

***What are your views on the alternative possible approaches towards accommodating development in the district? Please score these approaches in order of preference with 1 being your most preferred approach and 4 being the worst approach:***

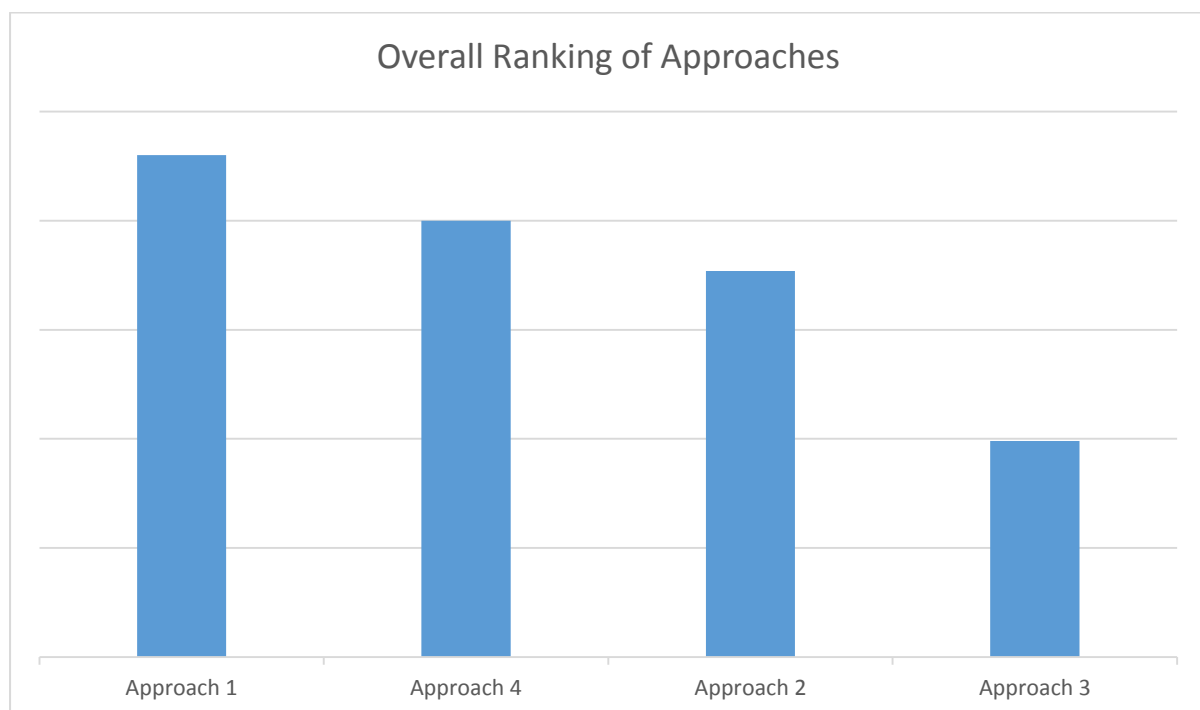
***Approach 1: A development strategy based on the approach in the existing Local Plan of distributing development to a sustainable hierarchy of settlements***

***Approach 2: To focus development on Winchester itself and other larger and more sustainable settlements***

***Approach 3: A strategy that includes one or more completely new strategic allocations or new settlements***

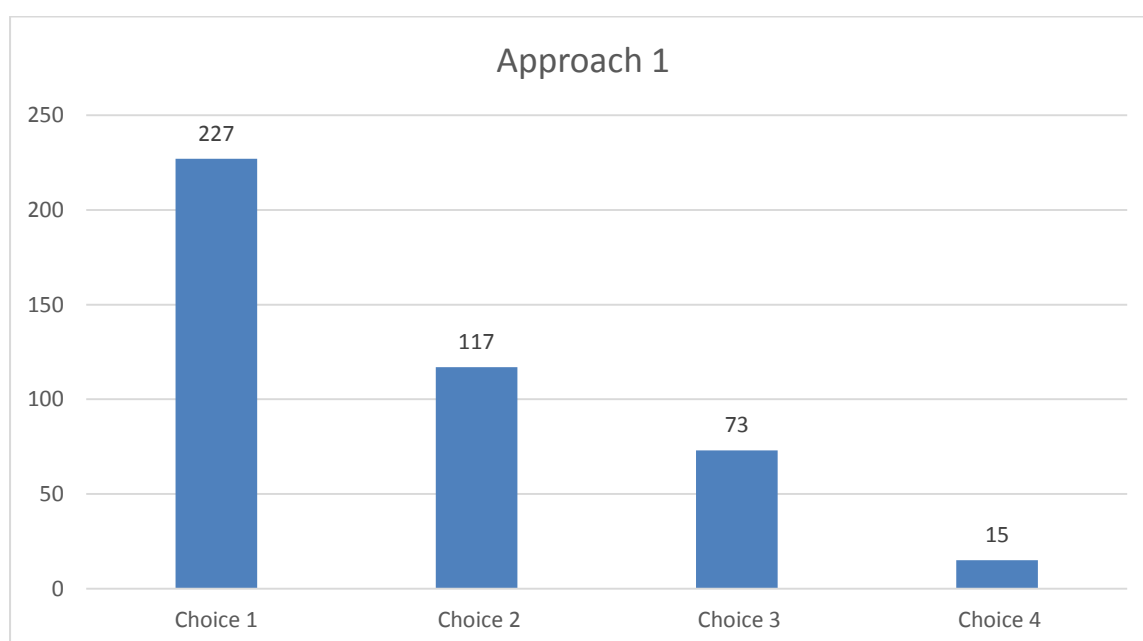
***Approach 4: A strategy of dispersing development around the district largely in proportion to the size of existing settlements***

1.2 The overall response in terms of the relative preferences expressed through the online consultation (Citizen Space) for each Approach was:



1.3 The relative strength of opinion on each approach was also recorded, with people asked to score their 'most preferred approach' as 1 and their 'worst approach' as 4. People were also given the opportunity to explain their choices or comment on whether any approaches were missing. The following tables show the 'choices' for each Approach (by number of respondents), followed by a summary of the 'free text' comments relating to each Approach. The tables include any responses received by email, letter, etc that ranked the Approaches, in addition to those made online and used in the table above (these were very small in number and do not change the relative rankings).

***Approach 1: A development strategy based on the approach in the existing Local Plan of distributing development to a sustainable hierarchy of settlements (all comments).***



1.4 The charts above show that Approach 1 (a strategy based on a sustainable hierarchy of settlements) received the most support. The detailed scoring shows that 227 people selected it as their 'most preferred' approach (Choice 1) whereas very few people (15) viewed this as the 'worst approach' (Choice 4).

**Summary of comments supporting / preferring Approach 1:**

- Approach 1 is the most sustainable / sensible / fair / easily absorbed / least disruptive – **12 comments** (C3, C20, C42, C146, C206, C208, C220, E557, E699, E1211, E1218, E1230)
- The market towns and villages need some development / already provide facilities and services / include brownfield sites – **3 comments** (C7, C198, E225)

- Support options 1 and 4 which can deliver sustainable growth, market and affordable housing, and improved local services – **3 comments** (E678, E1072, E1080)
- Support options 1 and 2 as these can make best use of previously developed land such as Sir John Moore Barracks – **1 comment** (E1092)
- Option 1 would maintain a steady and robust supply of housing over the Plan period on different sized and geographically located sites – **1 comment** (E1223)

#### **Summary of comments objecting / not supporting Approach 1:**

- The Local Plan has led to excessive / damaging rural development / has caused anger about different housing targets for different areas – **4 comments** (C27, C160, C168, C186)
- The current settlement boundaries are too small, more homes should be built – **1 comment** (C139)
- Option 1 would do little to support climate change objectives as it would repeat existing development patterns and may not be deliverable given limited additional capacity in the South Hampshire Urban Areas – **1 comment** (E684)
- This replicates the adopted local plan with development principally directed towards Winchester and the South Hampshire Urban Area (SHUA), with the reliance on large sites harming the environment and frustrating delivery – **1 comment** (C597)

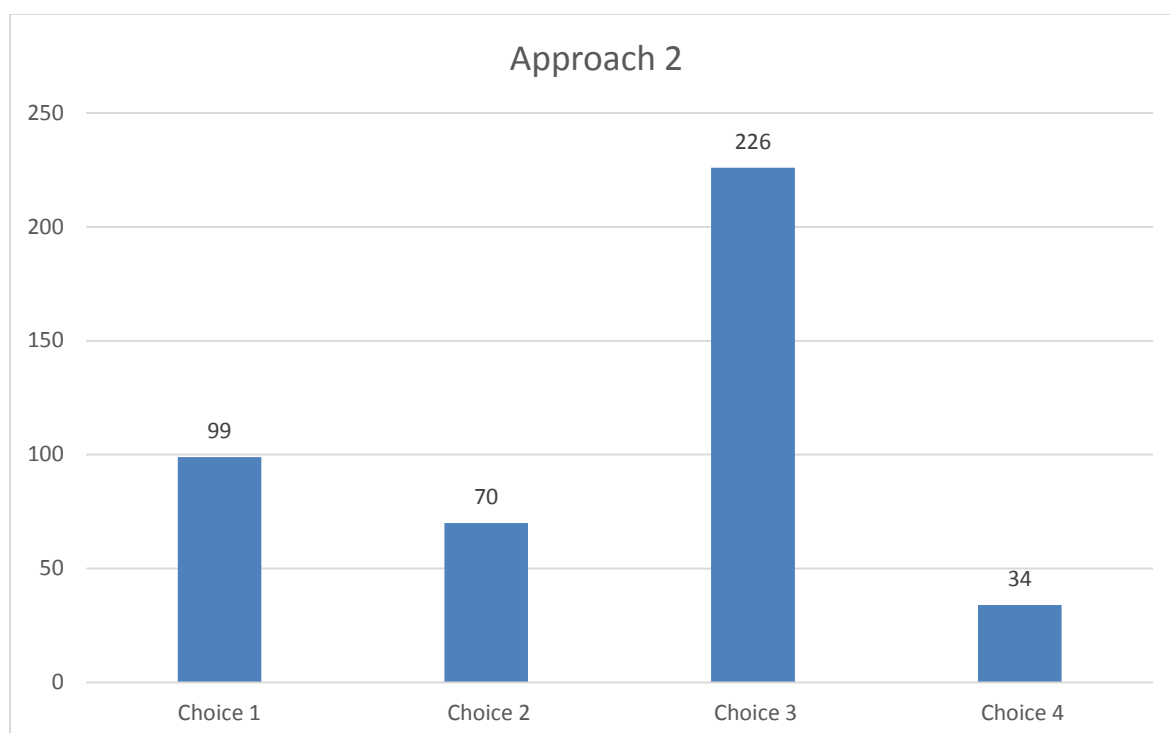
#### **Summary of other comments on Approach 1:**

- Don't know what a 'sustainable hierarchy of settlements' means – **5 comments** (C54, C61, C101, C149, E1182)
- Pressure to provide development may make some 'sustainable hierarchy' settlements unsustainable – **1 comment** (C187)
- More housing, shops and jobs would make the rural settlements more sustainable. Development is already planned for the most sustainable locations – **1 comment** (C309)
- There is limited scope for expansion of the SHUAs so it is no longer justified to treat the SHUA as a spatial development area to which development could be distributed pro-rata – **1 comment** (E1149)
- The current Local Plan strategy allocates a disproportionate amount of housing to the south of the district (SHUA and much of the Market Towns & Rural Area), which is car-based and not sustainable. If this were rectified this option may be more palatable – **1 comment** (E1244)
- This option risks missing opportunities for sympathetic development in smaller settlements which can have minimal impact on the environment – **1 comment** (E1058)
- Denmead should be maintained at its current level of development, it is a rural village and more homes would be harmful – **1 comment** (C95)
- Option 1 allows for housing more in keeping with Winchester than providing a large housing estate – **1 comment** (C152)

- Examine where there has been under delivery, e.g. New Alresford, and address this with new allocations – **1 comment** (C340)
  - The allocation of Morgan’s Yard, Waltham Chase should be continued but revised in terms of its requirements for affordable housing, employment provision, access, and additional school land to ensure viability – **1 comment** (E1138)
  - Approach 1 should be the fallback position if sites for new settlements cannot be found, as it seeks sustainable sites in order of size of communities – **1 comment** (E1216)
- 1.5 The ‘free text’ comments on Approach 1 suggest that the support is primarily on the basis that the existing settlement hierarchy is sensible and sustainable and has provided for development in a fair and reasonably well accepted way. One development interest comments that it would maintain variety in the size and location of development sites. Some respondents suggest that they also support other Approaches (2 or 4).
- 1.6 Several people objecting to Approach 1 feel that it has led to excessive, damaging or unpopular development, whereas another suggests it does not allow for enough development. There is some concern about the implications for the South Hampshire Urban Areas, or south of the district more generally, either in relation to the scale of development or its impact and deliverability.
- 1.7 There are a series of comments on Approach 1 which neither specifically support nor oppose this Approach. Several people did not understand the term ‘sustainable hierarchy of settlements’ used in the description of Approach 1, which was intended to refer to the settlement hierarchy in the existing Local Plan. Other comments tend to be individual responses, sometimes opposed to more development in the rural settlements with others supporting it, sometimes referring to particular locations. Points are made again about the South Hampshire Urban Areas and whether development can or should continue to be concentrated in these locations.
- 1.8 Overall, Approach 1 was the only Approach to receive substantial positive support, with more people choosing this as their 1<sup>st</sup> Choice than the other 3 Approaches combined. Some people were concerned about the scale of development in the rural area, while others felt there was a need for more development in the rural settlements. An issue was raised about whether there is the capacity to continue focusing development on the South Hampshire Urban Areas to the same extent as the current Local Plan (as noted in the Strategic Issues and Priorities document) or whether this is desirable.



## **Approach 2: To focus development on Winchester itself and other larger and more sustainable settlements**



1.9 The chart above shows that Approach 2 (a strategy that focuses development on Winchester and other larger settlements) was not well supported. The detailed scoring shows most people (226) scored this as their 3<sup>rd</sup> choice (2<sup>nd</sup> worst approach), although a significant number (99) did select it as their 'most preferred' approach (Choice 1) or as Choice 2 (70). Relatively few people scored it as the 'worst approach' (34).

### **Summary of comments supporting / preferring Approach 2:**

- Approach 2 would help reduce carbon emissions / reduce travel / use existing infrastructure / use brownfield land – **13 comments** (C27, C42, C56, C102, C123, C218, C505, C508, C580, E764, E906, E908, E1204)
- Larger settlements are the most sustainable – **3 comments** (C4, C127, E1233)
- Support Option 2 of focussing development on Winchester, but growth should be located to minimise constraints / provide for heritage, air quality and SAC protection – **2 comments** (C160, E1144)
- Support meeting the core housing requirement at the principal settlement of Winchester, this should be via MDA scale development – **1 comment** (E1121)
- Winchester should take its fair share of development – **1 comment** (C5)

- Focus development on Winchester and other sustainable settlements, but remove the words “other larger” – **1 comment** (C522)
- Option 2 has the advantages of creating green infrastructure, reducing carbon emissions, and achieving a 15-minute city, sites at north Winchester and south-west Winchester seem the leading candidates – **1 comment** (C168)
- Option 2 is the most sustainable approach as Winchester is a sustainable settlement that can support low carbon infrastructure, and has a high need for affordable housing. Development should be focussed to the south-west of Winchester – **1 comment** (E648)
- Support options 1 and 2 as these can make best use of previously developed land such as Sir John Moore Barracks – **1 comment** (E1092)

### **Summary of comments objecting / not supporting Approach 2:**

- Focussing development on Winchester would mean smaller settlements would not be able to develop – **5 comments** (C111, E225, E1072, E1080, E1230)
- Increased development is inappropriate for Winchester / place too great a burden on infrastructure – **4 comments** (C63, C206, E1216, H91)
- This strategy would not support rural areas and would be harmful to Air Quality within the town, the Itchen SAC, and the Historic Environment – **2 comments** (C291, C597)
- Winchester’s boundaries should not be expanded, use Bushfield Camp and define a green belt – **2 comments** (C165, E1026)
- Oppose option 2 at least until an overall plan or spatial strategy is prepared. Winchester is a sustainable location but has important characteristics that should not be damaged, including the landscape setting, heritage assets, historic character; small scale and important views – **1 comment** (E1218)
- Development north of Winchester should be resisted – **1 comment** (C21)
- Focussing development on Winchester would change its character, as would allowing infill between Winchester and Hursley – **1 comment** (C100)

### **Summary of other comments on Approach 2:**

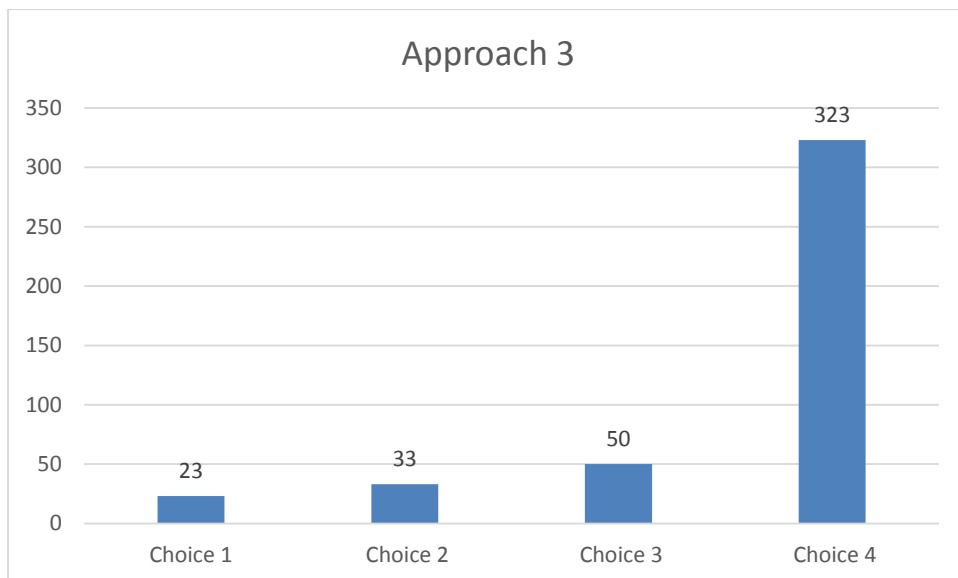
- There should be a combination of approaches 2 and 4 allowing for housing in Winchester and smaller villages in the north of the district such as Sutton Scotney – **2 comments** (E1082, E1114)
- Because Winchester is the largest settlement does not necessarily mean that it should have the highest proportion of development, the next tier of settlements may provide a better opportunity to allow planned delivery of infrastructure to support future needs – **1 comment** (C536)
- This option risks missing opportunities for sympathetic development in smaller settlements which can have minimal impact on the environment – **1 comment** (E1058)
- Winchester has potential to be a vibrant city if development is done well, there are areas that can be redeveloped and space around the city – **1 comment** (C207)

- Accept the city will need to expand, this should only be after brownfield sites have been exhausted – **1 comment** (C79)
  - Need to create cohesive communities in Winchester, not just bolt on developments, improve green travel links and use brownfield / town centre sites – **1 comment** (C75)
  - Focus on redevelopment of the city centre, not development on open spaces outside - **1 comment** (C87)
  - Achieve higher density to help carbon reduction – **1 comment** (C123)
  - Some recent developments in Winchester have increased pressure on transport and services, sustainability is key – **1 comment** (C211)
  - Development of the university and student accommodation should be a combined package, use of private dwellings has been destructive – **1 comment** (C273)
  - Some of the pressure on housing in Winchester comes from the increase in student population as a result of a previous decision to approve the expansion of the university – **1 comment** (C423)
  - If Sir John Moore Barracks is mentioned then other brownfield sites in Littleton and Harestock should be considered – **1 comment** (C340)
  - Support the principle of focussing development on Winchester for sustainability reasons but the amount of development should be increased, with a corresponding reduction in the SHUA area – **1 comment** (E1149)
  - Approach 2 raises the question as to at what stage of expansion Winchester ceases to be containable and walkable – **1 comment** (E1182)
  - This option appears to be the most sustainable, except that it may mean the inclusion of the 'Royaldown' proposal, which makes it impossible to support – **1 comment** (E1244)
- 1.10 The 'free text' comments on Approach 2 suggest that the support is primarily on the basis that Winchester and the other larger settlements are the most sustainable and that focussing development there would help to reduce carbon emissions, reduce travel, use existing infrastructure, or enable brownfield land to be used. Some respondents promoted development of a particular type or in a specific location around Winchester.
- 1.11 Many of the respondents objecting to Approach 2 were concerned that it would not support the rural area or allow for development in smaller settlements. The other main concern was around the impact on Winchester's character, historic environment and natural environment, pressure on infrastructure, or the threat of development in particular locations.
- 1.12 There are a series of comments on Approach 2 which neither specifically support nor oppose this Approach. Two development interests promote a combination of approaches 2 and 4 that would allow for development in villages in the north of the district and another respondent suggests that lower tier settlements may have advantages for development. Most comments tend to be individual responses with some respondents commenting on the need

for development to be sympathetic or high quality, or promoting higher densities or use of town centre sites. Two responses raise issues about the pressure from student accommodation. Other comments tend to either promote or oppose development of particular types or in certain locations around Winchester.

1.13 Overall, although Approach 2 received significant support, most respondents scored it as their 3<sup>rd</sup> choice. Those supporting it felt that focussing development in the larger settlements, especially Winchester, was the most sustainable approach. On the other hand, there was concern about limiting development in the rural settlements and the impact of development on the particular characteristics of Winchester. The scope for sympathetic higher density development and the use of town centre or brownfield sites was also often commented on.

***Approach 3: A strategy that includes one or more completely new strategic allocations or new settlements***



1.14 When people were asked for their comments on Approach 3 (a strategy that includes one or more completely new strategic allocations or new settlements) as the table above shows it was not well supported, particularly the prospect of new settlements. The detailed scoring shows most people (323) scored this as the worst approach (4<sup>th</sup> choice), several times more than the other approaches combined. Very few respondents identified Approach 3 as their preferred approach (23) and only slightly higher numbers scored it as their 2<sup>nd</sup> choice (33) or 3<sup>rd</sup> choice (50).

### Summary of comments supporting / preferring Approach 3:

- Plan for a strategic allocation / new settlement rather than continual expansion of existing settlements – **3 comments** (C23, C136, C160)
- Well designed and connected ‘new towns’ would address housing needs in a sustainable manner – **2 comments** (C218, E190)
- Larger developments have more scope to support efficient use of resources / would support car-free commuting – **2 comments** (C36, C208)
- Approach 3 has the greatest ability to deliver a sustainable community for the future with less impact across the district. Limited early provision of transport and infrastructure can be offset by the highest quality energy design – **1 comment** (E1216)
- Support Approach 3 which would deliver the most benefits to Winchester and fit with the objectives of the Plan, in particular a new settlement at Micheldever Station which is deliverable and can respond to the disadvantages listed for option 3 – **1 comment** (E739)
- Support a new settlement at Micheldever which has good communication links, could encourage new businesses and infrastructure and allow rural areas to grow – **1 comment** (C224)
- A new settlement or strategic allocations should be considered, land to the south-west of Winchester could deliver housing, infrastructure and sustainability objectives – **1 comment** (E648)

### Summary of comments objecting / not supporting Approach 3:

- Object to development at Micheldever Station for various reason including not needed, unsuitable location, loss of undeveloped gap between Winchester and Basingstoke, loss of countryside/agricultural land, impact on Micheldever/local environment, lack of transport/infrastructure, etc – **373 comments** (C3, C24, C29, C33, C52, C83, C91, C92, C94, C102, C125, C129, C134, C267, C283, C520, E14, E16, E21, E23, E25, E26, E28, E29, E30, E31, E40, E41, E42, E44, E45, E46, E47, E48, E50, E51, E53, E54, E55, E56, E57, E59, E63, E64, E67, E68, E70, E71, E73, E74, E75, E76, E77, E78, E79, E81, E86, E87, E88, E91, E93, E94, E96, E98, E99, E101, E106, E107, E108, E109, E111, E113, E115, E117, E118, E120, E123, E124, E125, E126, E128, E129, E131, E132, E133, E134, E137, E138, E139, E140, E141, E142, E143, E144, E146, E148, E149, E150, E151, E152, E153, E154, E156, E157, E158, E159, E160, E164, E168, E169, E170, E172, E173, E174, E175, E176, E178, E180, E182, E183, E185, E186, E191, E192, E193, E195, E196, E199, E200, E201, E202, E203, E204, E205, E208, E211, E212, E214, E219, E220, E221, E222, E223, E226, E227, E229, E232, E233, E235, E238, E239, E241, E243, E244, E245, E246, E247, E250, E253, E255, E256, E257, E258, E259, E260, E261, E262, E264, E266, E267, E269, E270, E272, E276, E280, E283, E285, E289, E291, E295, E297, E303, E309, E312, E314, E321, E324, E332, E341, E342, E395, E445, E469, E479, E483, E485, E487, E493, E505, E517, E532, E536, E542, E543, E547, E549, E351, E354, E356, E561, E571, E573, E574, E575, E578, E593,

E594, E597, E601, E604, E617, E618, E621, E622, E629, E630, E639, E647, E648, E653, E654, E659, E661, E664, E665, E668, E670, E674, E676, E686, E687, E688, E689, E690, E692, E697, E699, E700, E707, E708, E718, E719, E720, E721, E722, E723, E729, E732, E738, E742, E743, E744, E764, E771, E772, E775, E786, E794, E795, E797, E801, E802, E803, E804, E806, E808, E809, E811, E812, E813, E817, E818, E820, E825, E838, E841, E846, E849, E850, E852, E856, E857, E858, E867, E869, E870, E875, E880, E881, E884, E885, E891, E904, E905, E908, E920, E922, E936, E941, E949, E951, E954, E958, E960, E962, E965, E972, E981, E982, E989, E994, E997, E998, E1000, E1009, E1015, E1021, E1027, E1028, E1032, E1045, E1046, E1053, E1056, E1057, E1062, E1065, E1066, E1068, E1071, E1073, E1077, E1078, E1079, E1085, E1088, E1100, E1105, E1107, E1108, E1129, E1133, E1147, E1151, E1152, E1156, E1161, E1163, E1165, E1174, E1183, E1187, E1201, E1231, E1242, E1255, L3, L13, L18, L41, L42, H82, H96)

- Object to option 3, there is no need for new settlements / they don't work / focus on brownfield sites / avoid greenfield development – **90 comments** (C3, C29, C35, C59, C69, C74, C79, C96, C102, C451, E18, E27, E38, E39, E43, E60, E61, E62, E66, E72, E78, E82, E83, E84, E89, E90, E92, E112, E121, E127, E130, E135, E147, E155, E161, E163, E177, E184, E206, E210, E231, E234, E268, E273, E284, E293, E294, E304, E507, E557, E560, E566, E567, E590, E615, E623, E625, E644, E645, E657, E660, E696, E709, E716, E730, E737, E749, E759, E783, E785, E800, E805, E815, E842, E861, E903, E957, E959, E1020, E1024, E1035, E1039, E1083, E1084, E1095, E1097, E1139, E1148, E1171, L7)
- Object to development south-west of Winchester (Royaldown, South Winchester Golf Club, etc) for various reason including not needed, unsuitable location, loss of undeveloped gap between Winchester and Hursley, impact on local environment, lack of transport/infrastructure, etc – **52 comments** (C19, C73, C158, C161, C177, C209, C326, C380, C403, C497, C581, E171, E216, E252, E279, E287, E288, E320, E504, E571, E612, E672, E675, E677, E683, E694, E713, E715, E718, E763, E831, E859, E860, E933, E963, E967, E990, E1014, E1019, E1104, E1160, E1167, E1196, L5, L25, L47, L48, H29, H78, H108, H116, H124)
- Object to option 3, new settlements will have a harmful / larger environmental impact, cause urban sprawl, loss of countryside, greenspace, etc – **49 comments** (C7, C54, C69, C74, C78, C89, C115, C125, C127, C150, C153, C164, C171, C206, C291, E100, E181, E194, E197, E207, E225, E230, E236, E251, E265, E277, E290, E570, E614, E627, E631, E663, E703, E822, E824, E837, E872, E894, E906, E945, E1039, E1058, E1072, E1080, E1130, E1142, E1143, E1197, E1204)
- Existing larger settlements have the infrastructure to expand without creating new settlements – **5 comments** (C70, C71, C81, C149, C170)
- This option would be too long term / expensive / generates travel – **4 comments** (C42, C54, C81, C113)

- Risk to delivery of focussing on one location, possibly leading to unplanned development elsewhere, reduced affordable housing / facilities / harm to viability of existing settlements – **2 comments** (C291, E1230)
- Option 3 would limit small/medium sized developments in the rest of the district and may be slow to deliver, threatening 5-year land supply – **2 comments** (E678, C597)
- This is the most unsustainable, carbon intensive, profligate option and large-scale greenfield development should be resisted, be it Micheldever, Royaldown or in the southern parishes. Oppose the prospect of ‘Strategic Development Opportunity Areas’ which are being assessed by PfSH. The 1,700 houses under this option would fall into what is now the MTRA area – **1 comment** (E1244)

### Summary of other comments on Approach 3:

- A new town option should only be considered if housing needs cannot be met elsewhere – **3 comments** (C75, C106, E1118)
- Work with developers to see if there is capacity in the existing strategic sites, e.g. Barton Farm – **1 comment** (C260)
- Maybe best for market towns but difficult to find a suitable location and would increase travel – **1 comment** (C27)
- Option 3 could be attractive if a site of suitable size were available, large sites to the north and south-west of Winchester (Option 2) would be preferable – **1 comment** (C168)
- Agree with Micheldever Station proposal so long as adequate facilities and infrastructure are provided, which is doubtful – **1 comment** (C508)
- Option 3 would deliver housing at a slow rate causing housing delivery and land supply shortfalls and would limit the housing allocated to Winchester – **1 comment** (E1149)
- Would not be satisfactory if lead by developers – **1 comment** (C47)
- Approach 3 can be justified if thought out properly with design for sustainability and non-car-based connectivity – **1 comment** (E1182)
- Do not know enough to comment with certainty, on the face of it this option does not score well when assessed for sustainability – **1 comment** (E1218)
- New settlements of 5000+ dwellings could support bus services in the longer term. Engagement with bus operators is essential to facilitate commercial bus operation in the medium/long term after initial ‘pump priming’ using S106 funds – **1 comment** (E1211)

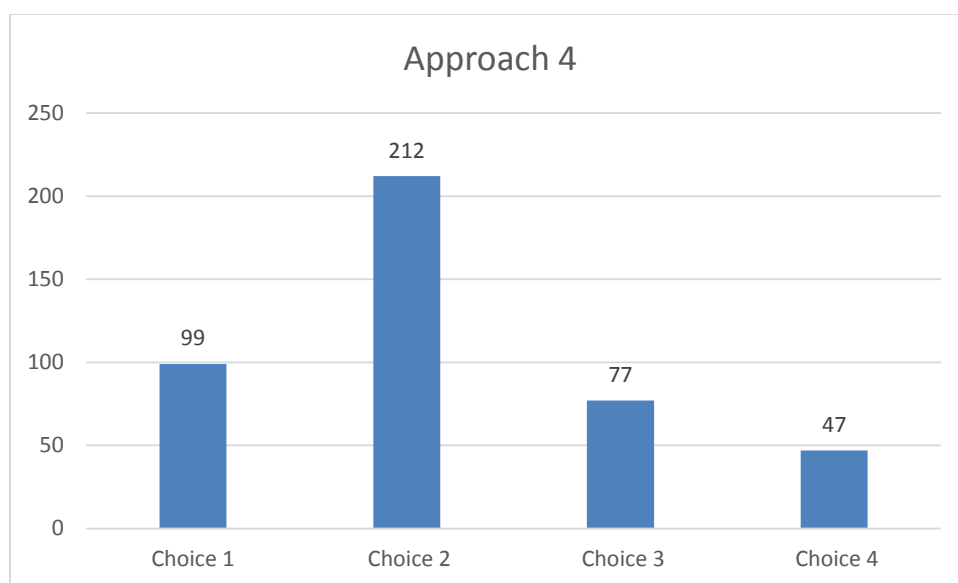
1.15 The ‘free text’ comments on Approach 3 suggest that the limited support for this approach is primarily on the basis that it may avoid development in existing settlements and that it is potentially a sustainable approach. The support for new settlements in specific locations (Micheldever Station or south-west of Winchester) comes mainly from their promoters.

- 1.16 There was a very large scale of objection to Approach 3 and in summarising the responses an attempt has been made to distinguish between those that opposed new settlements in principle and those that objected to specific new settlement locations. Where a response specifically mentioned a location (Micheldever Station or south-west of Winchester/Royaldown), or clearly alluded to these areas, it is summarised as objecting to that proposal. Where it referred to new settlements, but not a specific location, it is summarised as an 'in principle' objection to new settlements. In practice, some of the 'in principle' objections may have been prompted by specific proposals.
- 1.17 It should be noted that the Strategic Issues and Priorities document itself did not refer to any specific potential location for new settlements or strategic allocations. This was done deliberately in order to try to avoid site-specific comments, to avoid giving the impression that sites had been assessed in detail (which they had not), and because the concurrent 'call for sites' may add (or exclude) some potential sites. Nevertheless, there were well known and publicised locations promoted by landowners/developers at Micheldever Station and 'Royaldown'/south-west of Winchester.
- 1.18 The 'in principle' objections to new settlements were divided into those that appeared to be mainly on the basis that new settlements are not needed, don't tend to work well or that development should focus on brownfield not greenfield land (90 comments) and those that considered new settlements to be a more harmful option than others, particularly due to their greater perceived impact and damage (49 comments). There were also a number of comments opposing new settlements because of the perceived cost/risk to delivery of concentrating development in a single large allocation, and objecting because it was felt this approach would limit (or cause) growth in other settlements.
- 1.19 There were also a very large number of comments objecting to the two well-known potential locations for new settlements/strategic allocations; Micheldever Station (373 comments) and 'Royaldown/south-west of Winchester' (52 comments). In addition, many (but not all) of the responses promoting a '5<sup>th</sup> option' (see below, 355 comments) opposed 'substantial sprawl through Oliver's Battery to Hursley and Compton', which is taken as opposition to strategic-scale growth south-west of Winchester.
- 1.20 There are a series of other comments on Approach 3 which neither specifically support nor oppose this Approach. Some of these say that new settlements should only be developed if housing needs cannot be met elsewhere or expressing doubt that there would be suitable sites. Some may support this option if there were adequate facilities, infrastructure or design, whilst others raise concerns about deliverability. A bus operator comments that bus services could be provided with adequate planning and funding.
- 1.21 Overall, Approach 3 received substantial objection, both in principle, but more particularly in relation to the potential locations that had been promoted by landowners/developers. The limited support that there was came mainly from



those promoting the sites or from people wanting to limit development in existing settlements elsewhere. While some respondents felt that new settlements could potentially provide a sustainable form of development, these were greatly outnumbered by those that viewed them as unsustainable or unnecessary.

**Approach 4: A strategy of dispersing development around the district largely in proportion to the size of existing settlements**



1.22 The table above shows that Approach 4 (a strategy of dispersing development around the district largely in proportion to the size of existing settlements) was fairly well supported. The detailed scoring shows the largest number of people (212) scored this as their 2<sup>nd</sup> choice, although a significant number (99) did select it as their 'most preferred' approach (Choice 1). Relatively few people (47) scored it as the 'worst approach' with rather more (77) considering it their 2<sup>nd</sup> worst option (3<sup>rd</sup> choice).

**Summary of comments supporting / preferring Approach 4:**

- Support option 4 as the most sustainable strategy / provides for local needs / fairest / shares the pain – **5 comments** (C84, E92, E1116, E1137, E1182)
- All areas need some growth to allow young people to stay in the area / provide vitality – **4 comments** (C10, C15, C113, E1058)
- Support options 1 and 4 which can deliver sustainable growth, market and affordable housing, and improved local services – **5 comments** (E678, E1072, E1080, E1230, E1241)

- The second most preferred option (after option 1), a sensible way of spreading development without big impacts on one or two places and helping rural services – **2 comments** (C206, C291)
- This approach would allow residents to remain in the area and provide housing in proportion to settlements. South Wonston has good facilities and could benefit from growth – **2 comments** (C597, E586)
- Smaller sites can make an important contribution to meeting local housing need (promotes a specific site in Swanmore) – **1 comment** (C80)
- This option would distribute organic development around the settlements, hopefully including brownfield sites – **1 comment** (E225)

#### **Summary of comments objecting / not supporting Approach 4:**

- Scattered development would not be sustainable – **4 comments** (C42, E954, E960, E1204)
- Object to option 4 due to impact on rural area / constraints on villages / use brownfield land instead – **4 comments** (E1009, E1020, E1133, E1216)
- The worst option with no evidence that the advantages would be achieved – **2 comments** (C160, C168)
- The least sustainable option as journey frequency and length would increase, contrary to climate aims – **2 comments** (C27, E648)
- There should be no additional building in rural areas – **1 comment** (C24)
- Villages are being swamped by new development, putting pressure on services – **1 comment** (C17)
- If development is in proportion to the size of existing settlements they will outgrow their character, only support minor infill – **1 comment** (C101)
- Unable to score this option 4 online – **1 comment** (C43)

#### **Summary of other comments on Approach 4:**

- Support the higher level of growth for the market towns and rural area under this option but other options for growth of the larger settlements (such as Bishops Waltham, Kings Worthy) should be assessed – **2 comments** (E1051, E1069)
- There should be combination of approaches 2 and 4 allowing for housing in Winchester and smaller villages in the north of the district such as Sutton Scotney – **2 comments** (E1082, E1114)
- Support the higher level of growth for the market towns and rural area under this option but this is too small and the larger settlements such as Wickham should have other options for growth – (E1005)
- Support the higher level of growth for the market towns but there should be a hybrid option which gives priority to Winchester Town then focusses on settlements close to established urban areas within and adjoining the district, such as Denmead – **1 comment** (E1055)

- There should be a higher level of housing allocated to the rural settlements such as Denmead and Wickham, where it would provide benefits and not breach planning constraints – **1 comment** (E1118)
  - Prefer Option 4 but it needs to decide on a transport corridor and whether homes could expand along that route, which could improve sustainability of smaller sites for employment and access to facilities – **1 comment** (C586)
  - This Option would result in insufficient housing at Winchester to realise the sustainability benefits and strengths of developing at Winchester – **1 comment** (E1149)
  - Do not know enough to comment with certainty, on the face of it this option does not score well when assessed for sustainability – **1 comment** (E1218)
  - Hard to evaluate this option without data on demography and population of the component parts of the district, but it seems to allocate less to Winchester Town (would expect in the region of 5,000 dwellings) – **1 comment** (E1244)
- 1.23 The ‘free text’ comments on Approach 4 suggest that the support is primarily on the basis that this approach would support the rural settlements in terms of maintaining local facilities and services and providing market and affordable housing to meet local needs. It was also considered by some the fairest distribution or that it would ‘share the pain’ of development.
- 1.24 Most of the respondents objecting to Approach 4 were concerned that it would not be sustainable and would encourage car journeys, or that it would be harmful to the character of the rural area/settlements. Some were opposed to further development in the rural area due to its impact on the character of settlements, or commented on the perceived harmful effects of recent development.
- 1.25 There are a series of comments on Approach 4 which neither specifically support nor oppose this Approach. Many of these were from development interests who generally supported more development in the rural settlements but wished to increase the level of housing in villages where they promoted sites. There were some concerns expressed about the sustainability of this approach or the limited scale of development in Winchester, with another mentioning the potential sustainability of public transport corridors.
- 1.26 Overall, Approach 4 was well supported, albeit that more respondents scored it as their 2<sup>nd</sup> choice rather than their preferred approach. Those supporting it felt that it would benefit the rural settlements by helping to maintain facilities and services and providing housing for local needs. Several of the comments from development interests were generally supportive but sought increased housing requirements in locations where they were promoting a site. On the other hand, there was concern about whether this was a sustainable approach in terms of travel, as well as its potential impact on the character of the rural settlements.

## 2. Alternative Approaches – Summary of Responses

### *Have we identified all of the possible approaches – are there any missing that we have not considered?*

- 2.1 This question provided the opportunity for people to suggest alternative approaches or to explain the ranking they had given. Those comments which relate to the four Approaches that were consulted on are summarised in section 1 above. The following sections summarise the comments made about other possible alternative approaches or on other matters related to housing. Comments on Homes for All question 2 (housing needs, affordable housing) are considered in a separate report.

### Proposed Development Strategy

- It may be best to combine some approaches – **3 comments** (C462, C536, E1218)
- There should be a ‘hybrid’ of Options 1 and 4 – **2 comments** (C383, C515)
- A blending of some options (1, 2 and 4) would be the most effective approach, with growth apportioned on the basis of sustainability and potential to enhance rural communities – **2 comments** (E1123, E1124)
- Options 1 and 2 are the most appropriate and option 3 the least – **2 comments** (E570, E785)
- Combine options 1 and 2, expanding villages that act as satellites to the city where sustainable transport links are available, or could be made available – **1 comment** (C323)
- The best solution is a compromise between option 2 and 3, regenerate city centres and then focus any remaining development where it does not impact existing villages or small market towns – **1 comment** (C561)
- The most sustainable strategy would include a hybrid of Option 3 and Option 1 or 2 to allow housing to be brought forward continually over the plan period with allocations at existing sustainable settlements in the shorter term and strategic development over the longer term – **1 comment** (E1162)
- All four approaches could be applied to different parts of the district at different times, focussing on a single approach may not be the best way forward. It looks like a north-south choice based on which developer can get to the start line first and offer the most benefits – **1 comment** (E1228)
- Once the principles are clear, each of the options has elements which could be combined – **1 comment** (C258)
- Can’t see much difference between options 1, 2, and 4, so not ranked them – **1 comment** (C57)
- The options are misleading because options 1 to 3 propose unrealistically low levels of development in the market towns and rural area with only option 4 proposing significant development, whereas the requirements for Winchester are significant under all options – **1 comment** (E1118)
- Spread development proportionately / organically around existing settlements – **11 comments** (C2, C6, C12, C25, C39, C74, C100, C117, C121, C528, E1245)

- Enlarge existing settlements / use brownfield land rather than greenfield – **10 comments** (C14, C22, C70, C106, C164, C190, C233, C234, C264, E1138)
- The strategy should be sufficiently flexible to maintain delivery across the plan period by allocating a wide diversity of sites in terms of size and location – **6 comments** (E1060, E1072, E1138, E1144, E1149, E1225)
- Support small amounts of development in the smaller settlements – **2 comments** (C5, C63)
- Rural areas are losing their character/green space/biodiversity, developing existing settlements or starting from scratch would be more sustainable – **1 comment** (C176)
- The impact of development on neighbouring settlements needs to be considered and sites of environmental importance should be protected, especially in the SDNP – **1 comment** (E1245)
- Develop sites close to transport hubs such as Whiteley and Waterlooville – **1 comment** (C234)
- Support development being distributed to the most sustainable settlements, but the role of market towns and rural areas should be recognised, particularly those with strong connections to sustainable locations. Settlement boundaries should be reviewed with a more flexible approach – **1 comment** (E1179)
- Need consideration of how any new housing sites will connect to Southampton as the region's largest economic hub, particularly if option 3 is chosen. Research should be undertaken on the impacts of a large new settlement on commuter flows and transport networks to prevent adverse effects – **1 comment** (E1220)
- Build in less desirable / overcrowded areas – **1 comment** (C48)
- Would object to the development of sites at Crawley included in the SHELAA due to the impact on the countryside, etc – **1 comment** (C474)
- Housing should be considered in the SD National Park or the quota of housing for villages like Swanmore should be reduced – **1 comment** (H107)
- If there are over 1000 houses planned for Swanmore why was there so little publicity of the potential impact – **1 comment** (M18)
- The consultation does not propose 1000 dwellings for Swanmore and the SHELAA will be subject to a separate consultation – **1 comment** (H14)
- Development should be in South Hampshire with Market towns and villages only growing to satisfy local needs – **1 comment** (E343)
- The most important considerations are climate change, poverty and the nature crisis – **1 comment** (C11)
- Identify those options that reduce emissions by the greatest amount – **1 comment** (C343)
- Need a focus on "livability" in new development, with small scale development, "work at home", with access to services without long distance travel – **1 comment** (C194)
- Highways England do not offer a view on the housing growth options but seek to be consulted on any studies that may be being prepared in relation to transport infrastructure – **1 comment** (E1212)

- What criteria will be used to determine the development strategy and allocation of sites, look forward to later stages with interest – **1 comment** (C23)
  - The plan seems unduly complicated and should a proper map indicating the specific and relevant proposals for housing, not what could take place – **1 comment** (H122)
  - Set out assumptions for development not a bureaucratic and opaque hierarchy – **1 comment** (C356)
  - More background information is needed to make a choice – **1 comment** (C114)
- 2.2 Several responses suggest various hybrid or blended approaches to the options, or that a combination of some elements of several options should be used. There is no consensus on which elements of which approaches should be combined though. There is some support for spreading development around existing settlements or enlarging existing settlements, implying more development in the smaller settlements, although some of the proposed approaches would do this to an extent. Several development interests suggest the need for a diversity of sites so as to maintain housing delivery.
- 2.3 There are various suggestions that development should (or should not) be promoted in different locations, but again no consensus on which these should be. Some respondents suggest criteria for determining the development strategy, particularly climate change issues, while others want more information before giving a view, or to see firm proposals. Overall, these responses set out a variety of views but reach no clear conclusion. They are noted and will be taken into account when this issue is considered in more detail in section 3 below.

### **Potential 5<sup>th</sup> Option**

- The boundaries of the 4 options are not clearly defined and they do not make best use of previously developed land/imply substantial sprawl through Oliver's Battery to Hursley and Compton. Support a 5th option which uses the existing supply of housing (11,000 dwellings), prioritises brownfield sites such as Sir John Moore Barracks / Bushfield Camp, redevelops the City Centre, develops parts of the South Hampshire urban areas, allows small developments in the market towns/villages including the National Park, would be the best option to support a Green Belt – **355 comments** (C19, C35, C40, C97, C98, C110, C112, C119, C120, C122, C133, C140, C141, C143, C144, C145, C147, C148, C151, C152, C155, C162, C166, C172, C180, C181, C184, C192, C198, C214, C215, C217, C226, C231, C233, C235, C237, C240, C241, C242, C245, C246, C248, C253, C254, C255, C261, C262, C263, C268, C269, C273, C274, C275, C279, C280, C286, C291, C297, C299, C304, C305, C311, C314, C325, C327, C330, C331, C332, C336, C338, C339, C342, C347, C348, C351, C352, C361, C364, C372, C376, C377, C378, C382, C388, C389, C392, C393, C397, C399, C400, C401, C402, C403, C404, C407, C408, C409, C411, C412, C417, C421, C429, C430, C432, C433, C435, C439, C441, C443, C445, C449, C450, C461, C463, C464, C467,

C469, C470, C471, C473, C476, C478, C481, C485, C486, C487, C488, C494, C496, C497, C498, C510, C511, C513, C517, C518, C551, C553, C554, C558, C562, C567, C568, C569, C573, C575, C577, C579, C588, C603, E85, E87, E95, E97, E102, E105, E110, E119, E165, E167, E187, E228, E240, E242, E248, E249, E254, E278, E282, E286, E292, E299, E311, E322, E330, E331, E333, E335, E344, E368, E373, E389, E399, E454, E499, E514, E528, E546, E563, E572, E577, E583, E595, E605, E619, E636, E649, E658, E685, E702, E705, E727, E733, E736, E741, E745, E775, E789, E827, E833, E840, E843, E845, E877, E882, E886, E887, E888, E889, E890, E892, E893, E895, E897, E898, E900, E901, E902, E907, E909, E910, E911, E912, E913, E914, E915, E916, E917, E919, E920, E921, E923, E925, E926, E927, E928, E929, E930, E931, E938, E939, E942, E944, E946, E947, E950, E953, E955, E956, E961, E964, E966, E969, E970, E971, E973, E974, E976, E977, E978, E979, E980, E983, E986, E987, E992, E993, E995, E996, E999, E1001, E1002, E1003, E1004, E1006, E1007, E1010, E1013, E1016, E1017, E1022, E1023, E1025, E1029, E1030, E1031, E1033, E1034, E1042, E1043, E1044, E1048, E1052, E1059, E1061, E1063, E1075, E1076, E1086, E1087, E1091, E1093, E1094, E1096, E1109, E1112, E1117, E1122, E1125, E1132, E1135, E1136, E1140, E1141, E1145, E1146, E1150, E1153, E1154, E1155, E1157, E1158, E1159, E1166, E1169, E1173, E1176, E1178, E1181, E1186, E1188, E1189, E1191, E1192, E1193, E1194, E1200, E1202, E1205, E1206, E1209, E1221, E1230, E1232, E1244, L6, L10, L12, L17, L20, L27, L49, L50, L51, L53)

- Support an Option 5 which takes the best parts of the existing options and prioritises brownfield sites – **5 comments** (C88, C126, C130, C135, C319)
- 2.4 A large number of responses did not support the four Approaches proposed in the Strategic Issues and Priorities consultation and suggested a 5<sup>th</sup> approach. Many of these comments consisted of a standard response which was available on the Save South Winchester Campaign Group (SSWCG) web site. Some respondents used parts of the SSWCG response while others added to it. The summaries above include all those responses which either refer to a 5<sup>th</sup> option or which reproduce all/parts of the SSWCG alternative, even if they do not specifically promote all the elements. A few comments refer to taking the best parts of the existing options (rather than opposing them) to develop an option 5.
- 2.5 Given its origins, the ‘5<sup>th</sup> option’ promoters are opposed to major development to the south/south-west of Winchester, particularly ‘Royaldown’. Therefore, many of the responses summarised above either specifically or implicitly oppose Royaldown (see comments on Approach 3 in section 1 above) or other major development south-west of Winchester. However, not all comments specifically mentioned development in this area, with some referring to certain elements of the ‘5<sup>th</sup> option’ but not all of them.
- 2.6 Unlike the 4 Approaches set out in the Strategic Issues and Priorities consultation document, the ‘5<sup>th</sup> option’ does not propose a spatial development strategy or distribution of housing between various parts of the

district. As such it is not a direct alternative to the 4 Approaches, but more of a series of principles which are promoted. Some of these could potentially be followed by some of the 4 Approaches, depending on which is selected. This is considered further in section 3 below.

### **The Housing Requirement / Standard Method**

- The 'standard method' housing requirement is a minimum and the Council should consider planning for a high number to provide greater flexibility /substantial 'buffer' – **15 comments** (C515, E1005, E1051, E1069, E1082, E1114, E1116, E1121, E1123, E1124, E1128, E1138, E1144, E1162, E1225)
- WCC should plan to help meet the unmet needs of other authorities in South Hampshire and the housing target should be increased – **12 comments** (C315, C540, C597, E739, E1121, E1128, E1138, E1144, E1149, E1162, E1220, E1225)
- The Council should resist the assumed need for additional housing which is based on projections of population growth that may be incorrect – **3 comments** (C423, C574, L3)
- The plan period should start from submission of the Plan, not be backdated to 2018 – **3 comments** (E1005, E1069, E1128)
- It would be sensible to look beyond the suggested plan period of 2038 (to 2041 or later), especially if planning for strategic-scale development – **1 comment** (E1121)
- WCC should satisfy itself that the figure of 700dpa is appropriate and establish with the National Park Authority the scale of housing that should be located within the SDNP – **1 comment** (E1209)
- Look carefully at villages split by the National Park, balance housing between the areas with only the part outside being in housing development figures – **2 comments** C301, C302,
- The consultation is based on a 'standard method' requirement of 692 dwellings per annum but this has now reduced to 665 and is expected to continue to fall. Support the windfall study, which helps demonstrate the updated requirement can be met without needing large greenfield development, WCC should not be required to accommodate unmet needs from South Hampshire and the urban authorities should do better at regenerating their own areas – **2 comments** (C429, E1244)
- Only allow limited new development – **3 comments** (C162, C169, C290)
- Offset development by paying other areas to accept more housing – **2 comments** (C243, C244)
- The planning system has been stacked by central government to serve developers, local authorities should make a proper case for true housing need for those most in need of homes in the area – **1 comment** (E1182)
- Not sure, the national government strategy is sustainable or appropriate, building on the beautiful, historic fields only detracts from the area and makes it more unhealthy – **1 comment** (C398)
- Don't build more houses, the population of the UK will fall after 2040 and there will be empty units in years to come – **1 comment** (C539)



- The "levelling up" agenda suggests that more development should occur in the north of the country, where there may be surplus properties or more opportunity to develop – **1 comment** (C549)
  - The policy of boosting the Winchester economy with unaffordable and excess development is dire given our environmental stress in the UK – **1 comment** (E1008)
  - The SDNP should be included in the standard method requirement and help to meet it, but the requirement should not be inflated as a result of higher housing prices in the National Park – **1 comment** (E1244)
  - Object to the prospect of accommodating thousands of new homes from Fareham – **1 comment** (L28)
  - No more development, focus on getting the most out of what we have – **1 comment** (C393)
  - All sites relied on to deliver the district's housing requirement should be critically reviewed to determine developability and deliverability in the plan period – **1 comment** (E1121)
  - Transport structure is not adequate for ever increasing housing numbers and should be the starting point for any future changes – **1 comment** (H111)
- 2.7 Various development interests comment that the 'standard method' is a minimum requirement, that the Council should consider planning for a higher number, and that Winchester should plan to help meet the unmet needs in South Hampshire. On the other hand, several respondents criticise the Government's standard method, point out that it has recently reduced, or suggest that the Council should not be required to help meet unmet needs. There are also some suggestions concerning the relationship with the South Downs National Park and that housing should be resisted for various reasons, or directed elsewhere.
- 2.8 There is considerable Government advice and requirements around housing provision and the 'Duty to Cooperate' in helping meet the unmet needs of neighbouring authorities. These will be tested through the Local Plan examination process and it is important that the Council's approach is robust enough to satisfy a Planning Inspector. There also remains uncertainty about the scale of housing needed, as the standard method calculation can change annually and the Government has proposed other changes. These issues are considered in more detail in section 3 below.

### **Use of Brownfield / Windfall Sites**

- Use brownfield sites first/more / use vacant commercial sites in the town centre / don't develop greenfield sites – **89 comments** (C32, C35, C44, C69, C87, C88, C93, C99, C154, C158, C159, C164, C167, C174, C178, C188, C189, C228, C239, C247, C272, C285, C287, C303, C307, C308, C310, C313, C317, C318, C328, C342, C345, C357, C359, C363, C366, C375, C391, C403, C404, C406, C414, C415, C420, C423, C453, C469, C482, C489, C497, C521, C531, C538, C560, C580, C581, C595, C596, E156,

E271, E354, E675, E677, E701, E763, E838, E937, E990, E1007, E1074, E1102, E1133, E1164, E1218, E1224, E1233, E1242, L3, L25, M14, H7, H12, H19, H108, H109, H111, H116, H124)

- Focus on higher density / taller but well-considered development – **7 comments** (C259, C306, C346, C430, E1198, E1218, E1224)
- It should be more difficult for developers to develop greenfield sites with a tax on developers profits on these sites – **1 comment** (C282)
- It is not enough to rely on the SHELAA to identify potential sites, there should be an Urban Opportunities Study to maximise the use of brownfield land such as some car parks in central Winchester – **1 comment** (E1244)
- WCC should identify previously developed land on a proactive basis and select a blend of types of sites rather than a single large development – **1 comment** (C588)
- Windfall sites can provide a useful contribution housing needs – **1 comment** (C559)
- Existing developed areas such as Winchester Village and Barton Farm should be fully exploited before anything else is developed – **1 comment** (C195)
- Crack down on empty houses – **1 comment** (C93)
- It seems too easy to put up large areas of housing with large footprints, why not more underground parking – **1 comment** (C124)
- Build only near railway stations – **1 comment** (C436)
- Encouraging and supporting individuals to build on their own land or redevelop brownfield land would encourage thoughtful, sustainable development – **1 comment** (C370)
- Brownfield development will not provide sufficient housing and leads to overcrowded development e.g. Chilbolton Avenue and The Valley – **1 comment** (E190)

2.9 Many responses wish to see greater use of brownfield sites and/or less use of greenfield land. Various suggestions are made about where/how this could be achieved, with the use of vacant town centre sites or commercial units commonly being mentioned. Some respondents suggest the need for higher density development or a more proactive assessment of previously developed land / urban capacity, or that the use of car parks or other urban land could increase capacity. Another respondent expresses concerns about brownfield development leading to overcrowding.

2.10 As well as the comments above, the use of brownfield land forms a key element of the '5<sup>th</sup> option' promoted by a large number of people (355 comments). The Council has produced an updated Windfall Assessment which concludes that windfall sites (most of which are previously developed) will make a greater contribution to housing supply than previously estimated, but it is necessary for any windfall allowance to be robust. In addition, many of the existing housing commitments, especially smaller sites, are on previously developed land. This issue is considered in more detail in section 3 below.

## **Type of Sites / Development**

- Support the use of small-scale sites / don't support large-scale development, – **16 comments** (C16, C33, C157, C159, C202, C306, C307, C308, C310, C319, C359, C415, C420, C531, C596, E1224)
  - Need environmentally sustainable housing, not dated oversized developments – **1 comment** (E932)
  - Should not rely just on SHELAA sites, consider publicly owned land – **1 comment** (C47)
  - Lobby the government to release public land no longer required by the MOD – **1 comment** (C491)
  - The Modernising Our Health and Hospitals Services Programme could result in surplus land and buildings during the Local Plan period which may be suited to residential, education or commercial use – **1 comment** (E1099)
  - New housing should be as environmentally beneficial as possible to include renewable energy, bat/bird bricks, etc – **1 comment** (H53)
  - Developments should include the requirements of wildlife, be built with eco features and be ethical for the future of the planet – **1 comment** (H59)
  - Good Design is very important – **1 comment** (C548)
  - New developments should protect and promoting villages' individual characters, incorporating vernacular architecture, creating liveable developments – **1 comment** (H8)
  - It is critical that sufficient funding and land is secured through planning obligations to enable additional school places to be delivered through negotiations with developers to secure funding for new/extended schools via section 106 agreements – **1 comment** (E1238)
  - The assumption that even large urban extensions, much less new settlements, can support a meaningful bus operation is regrettably still within NPPF, despite being unfounded – **1 comment** (E1211)
  - Encourage major employers in Winchester to provide housing for employees – **1 comment** (E1199)
  - Too many small door frames – **1 comment** (M10)
- 2.11 There is significant support for small-scale developments, or against large-scale developments, and some support for using publically-owned land or sites not promoted through the SHELAA. Several respondents also refer to the desirability of environmentally sustainable housing, good design, or infrastructure.
- 2.12 Small sites are an important element of housing supply and an updated Windfall Assessment has recently been carried out which assessed their past contribution and expected future supply. These comments will be taken into account in considering the spatial development strategy for the Local Plan. Other parts of the Strategic Issues and Priorities consultation document asked about sustainability issues, sustainable construction and infrastructure, so these matters are considered there.

## Location of Development / Protection

- Promote land for development through the SHELAA at the following locations, this should be allocated for development:
    - land north of Winchester – **2 comments** (E1121, E1144)
    - land south-west of Winchester – **2 comments** (C515, E1149)
    - land at Sir John Moore Barracks, Winchester – **1 comment** (E1092)
    - land west of Headbourne Worthy – **2 comments** (E1072, E1080)
    - land west of Littleton – **2 comments** (C323, E1179)
    - land north of Wickham – **2 comments** (E1005, E1123)
    - land west of Wickham – **1 comment** (C515)
    - land north of Bishops Waltham – **1 comment** (E1051)
    - land at South Wonston – **1 comment** (E1058)
    - land south of Kings Worthy – **1 comment** (E1069)
    - land north of Sutton Scotney – **1 comment** (E1082)
    - land east of Otterbourne – **1 comment** (E1116)
    - land west of Alresford – **1 comment** (E1124)
    - land east of Waltham Chase – **1 comment** (E1137)
  - North Whiteley is providing substantial new infrastructure and additional development should be considered here so that residents can benefit from this – **2 comments** (E678, H1)
  - Housing is disproportionately focussed on South Hampshire and the additional housing should provide for Winchester's needs – **1 comment** (E739)
  - Land at Greenwood Lane, Durley should be retained as a wildlife area, oppose development that would threaten this – **1 comment** (E263)
  - The proposed re-development of Sir John Moore Barracks would triple the population of Littleton and damage extensive green open spaces. The Parish Council needs to be involved in the discussions – **1 comment** (E1228)
  - The options should offer protection to Compton, Olivers Battery and Hursley – **1 comment** (C66)
  - Lack of public transport in rural areas makes them a poor choice for significant housing, any housing in Old Alresford should be small scale and to meet local needs – **1 comment** (E1234)
  - Would welcome discussions with the South Downs National Park Authority on potential sites, having regard to the need to consider impacts on designated landscapes – **1 comment** (C541)
  - The whole district needs to be assessed taking into account environmental and infrastructure considerations and the practicality of house prices – **1 comment** (C598)
- 2.13 Various site promoters have submitted representations seeking the allocation of their sites. These will be assessed through the Strategic Housing and Employment Land Availability Assessment (SHELAA) and through later stages of developing the draft Local Plan. At this stage the priority is on selecting the appropriate development strategy, although the availability of the sites promoted through the SHELAA is noted. In many cases detailed reports were submitted promoting the sites but these are not summarised here.

Where comments were made in addition to site promotion (e.g. housing numbers, strategy, etc) they have been summarised in the relevant sections above. Several respondents have sought to avoid development in particular areas, which is similarly a matter for the later stages of developing the draft Local Plan.

- 2.14 The confirmation by the South Downs National Park Authority that it would welcome discussions on potential sites is helpful and will be followed up.

### **Green Infrastructure / Spaces**

- There should be a Green Belt / this should be the main priority – **22 comments** (C35, C158, C159, C234, C247, C272, C306, C307, C310, C497, C531, E557, E672, E675, E677, E684, E694, E713, E859, E1026, E1164, H109)
  - Need to preserve green space / wildlife / recreation sites / settlement gaps – **13 comments** (C33, C35, C73, C174, C247, E503, C556, E701, H93, H98, H107, H108, H109)
  - There should be good access to green and blue infrastructure as well as services and facilities – **2 comments** (C536, H72)
  - All developments should have a 'biodiverse' area, include growing space, edible landscapes and pollution absorbing bushes, be within 15 minutes of food shops and be large enough for home working – **2 comments** (C516, C535)
  - Need to maintain a gap between Wickham / Knowle and Welborne to retain its separate identity – **2 comments** (E937, E1074)
  - A thread running through all approaches should provision of open space, when was the last public park created? – **1 comment** (C493)
  - Want to submit reports on the Ecology and Environment of Flowerdown and secondly and on Flowerdown Brownfield and non-Brownfield/Greenfield areas that could be developed – **1 comment** (H37)
- 2.15 There was a separate series of questions about countryside protection, including the possibility of a Green Belt, elsewhere in the Strategic Issues and Priorities consultation document, as well as topics on biodiversity, natural environment and living well. Representations relating to Green Belt, green infrastructure, open space, etc will be considered in relation to the relevant sections on those topics. Both Green Belt (if it is justified) and settlement gaps could only be defined once the development requirements and strategy are determined and adequate provision is made for future growth. These will be considered at the appropriate stage but the current priority is to devise the development strategy for the Local Plan.

### **The Consultation Process**

- The questionnaire is written to achieve a particular answer, the big issue is population growth so new houses are needed across the UK including Winchester – **1 comment** (C64)

- Will you take any notice anyway, this is just a tick box exercise – **1 comment** (C576)
- Have completed the survey but doubt you will take any notice as it goes against your policy of developing greenfield sites – **1 comment** (M11)

2.16 It is unfortunate that a few respondents do not think the Council will take notice of the consultation exercise as the Council has put much effort into trying to achieve a broad consultation and a very large number of people have taken the trouble to respond. All the responses are appreciated, but show that there is not a clear consensus on most issues, so it is impossible to develop a Plan that would satisfy everyone. However, account will be taken of the substantial number of comments received, alongside the evidence base and the requirements of Government policy.

### **Other Comments**

- I am not a qualified town planner, I form my views on the situations I find around me – **1 comment** (C216)
- The likelihood of covering all bases this far in advance is very unlikely – **1 comment** (C500)
- The lack of a spatial plan shows up along Chilbolton Avenue where individual plots have been developed in isolation with no interconnectivity. The Local Plan process has focused on providing parameters for developers to deliver housing and fails to identify opportunities and sites that are in social ownership when considering the requirement for new homes – **1 comment** (E1253)

2.17 These comments are noted.

### **3. Assessment of the Key Issues**

- 3.1 As well as indicating people's preferences on the four Approaches that were contained in the Strategic Issues and Priorities consultation, the summary above shows that there were 'free text' comments on many other issues. This section considers the key issues that were raised and sets out a recommended way forward in terms of developing the Local Plan housing strategy.

#### **The Housing Requirement**

- 3.2 The first stage in developing the housing strategy is to determine the amount of housing that needs to be provided over the Local Plan period. Government has introduced the 'standard method' which should be used to produce the 'local housing need assessment' at a district-wide level. The National Planning Policy Framework (NPPF) is clear that the standard method should be used to determine the minimum housing need unless there are exceptional circumstances to justify an alternative approach (NPPF paragraph 61).
- 3.3 The standard method produces a figure for the unconstrained housing need in the area ('policy-off'), but this is not necessarily the housing requirement figure for the Local Plan. The NPPF (paragraphs 11 and 61) and Planning Practice Guidance (PPG) is clear that the standard method produces the minimum housing need figure that should be planned for and that it may need to be increased, for example to accommodate the unmet needs of neighbouring authorities. Once site availability is assessed it may also prove not to be achievable, for example where any adverse impacts of doing so would significantly and demonstrably outweigh the benefits (NPPF paragraph 11).
- 3.4 But the first step is to establish the unconstrained housing need and most respondents accept that the standard method should be used, although some criticise it. Few respondents suggest that the Council should try to demonstrate 'exceptional circumstances' so as to develop its own housing need figure. To adopt this approach would require substantial assessment and justification of local housing need and could be expected to be subject to extensive challenge and testing through the Local Plan examination (which is not the case if the standard method is used). Even if this were thought to be justified, the result may not be significantly different from the standard methodology. Therefore, it is concluded that the Council should use the standard method as the starting point for determining district housing need, as expected by Government advice.
- 3.5 Various development interests comment that the standard methodology is a minimum requirement, that the Council should consider planning for a higher number. Planning Practice Guidance (PPG) identifies several examples of where it may be appropriate to plan for a higher figure:

- Where there are deliverable growth strategies and funding in place;
  - Where there are strategic infrastructure improvements; or
  - To take on unmet need from neighbouring authorities.
- 3.6 The only one of these examples that is likely to be applicable in Winchester is the issue of helping to meet the unmet housing needs of other authorities. Not only is this referenced in Government advice, the Duty to Cooperate requires local authorities to take account of any needs that cannot be met by neighbouring authorities. Such needs are most likely to arise within southern Hampshire and the Partnership for South Hampshire (PfSH) is developing a Statement of Common Ground and updated Joint Strategy that will aim to identify the scale of any under-provision in the area and develop a strategy for meeting this. While some respondents argue that the Council should not be required to help meet unmet needs, there is a clear legislative requirement through the Duty to Cooperate to at least consider these needs. This applies whether or not the Council is part of PfSH or signs up to a future Joint Strategy.
- 3.7 Some development interests refer to adding a flexibility allowance or ‘buffer’ to the standard method figure, but this is not a requirement of Government advice. The NPPF requires a buffer (of 5%-20%) to be added when calculating 5-year land supply, but this is to be ‘moved forward from later in the plan period’, it is not added to the housing need/requirement. When considering housing land supply to meet the identified need, there may be a case for adding a buffer, depending on the degree of certainty over deliverability. Given the examples contained in the PPG and the level of uplift provided by the affordability multiplier (see below), it is concluded that the only justification to exceed the local housing need resulting from the standard method may be to help meet the needs of neighbouring authorities.
- 3.8 The standard method consists of a calculation which is based on future household projections and an ‘affordability’ multiplier. The Government has proposed changes to this but has confirmed that currently the 2014-based household projections should be used, with an affordability uplift based on a calculation that changes every 2 years. This last changed in March 2021, hence the comment from some respondents that the figure has reduced. At the time of drafting the Strategic Issues and Priorities document the standard method produced a district need of 692 dwellings per annum, so a rounded figure of 700 dwellings per annum was used for the four potential Approaches.
- 3.8 Using the current standard method calculation a local housing need of 665 dwellings per annum is produced. If there are no further changes to the methodology, the affordability uplift would next change in Spring 2023. According to the latest Development Plan Scheme the Local Plan would be submitted for examination in late 2023 and at this point the standard methodology could be fixed for a 2 year period. Therefore, the current need of 665 dwellings per annum is likely to change again before it can be fixed, when the Plan is submitted. In addition, the Government’s ‘The Future of



Planning' White Paper proposed more radical changes and the Government has not yet indicated whether/how/when these would be taken forward.

- 3.9 It is not possible to be certain what the standard method figure will be at the time the Local Plan is submitted, in late 2023 according to the latest Local Development Scheme, with adoption in 2024. In general the 2014 household projection element of the calculation (if retained) is likely to be slightly lower in 2023, but the affordability multiplier is more variable. Typically the affordability multiplier results in an addition of around 50% to the household projections, suggesting a standard method result in the range of 650-700 dwellings per annum. Bearing in mind the uncertainty about the scale of the standard method calculation at the time the Local Plan is submitted for examination, it is proposed that a housing need figure of 700 dwellings per annum should be used as the basis of the draft Local Plan.
- 3.10 The PfSH is developing a Statement of Common Ground to identify the scale of any shortfall although, as with the Winchester need, this will vary as the standard method changes. PfSH has also commissioned work to consider potential development strategies to meet South Hampshire's needs as a whole. This work is not yet complete so it is not possible to define the scale of any addition that may be sought to meet PfSH needs, if any, or how potential solutions may impact on Winchester District. Once the scale of any unmet need is clarified, and a strategy developed for dealing with it, the Council must consider this under the Duty to Cooperate.
- 3.11 The PfSH work should be sufficiently advanced to feed into the process of drafting the Local Plan. While the Council must 'consider' any unmet need, it is for it to decide how to address this in the Local Plan. However, failure to satisfy this Duty, assuming it remains, would lead to a planning Inspector finding the Local Plan unsound. Failure to satisfy the Duty to Cooperate cannot be overcome by making modifications to the Local Plan, it would require a more fundamental review.
- 3.12 The standard method produces an annual figure which would need to be applied over the Local Plan period. Some respondents suggest either that the Plan period should not be 'backdated' to 2018, or that it should extend beyond 2038. 2018 formed a logical start to the Plan period as it coincided with the introduction of the standard methodology and the expiry of 5 years from the adoption of the existing Local Plan (Part 1). Similarly a 20-year Plan period was sensible and allowed for at least 15 years after adoption, as advised in the NPPF. As the programme for adopting the Local Plan has been updated (see the updated Local Development Scheme, July 2021), it will be necessary to revise the Plan period to 2019- 2039, so as to maintain a 20 year Plan period whilst planning for 15 years from the expected adoption date of 2024.
- 3.13 The standard method gives a district-wide housing need figure, but the Local Plan will only cover that part of the district outside the South Downs National Park. Some respondents raise the issue of how the need will be apportioned between the National Park and the rest of the district. This will need to take

into account the requirement to conserve the National Park and its more limited housing supply. When the South Downs Local Plan was produced the authorities agreed a Statement of Common Ground which set out that the SDNP housing need within the district was about 31 dwellings per annum and that the Park was able to provide for about half of this (15 dwellings per annum). The standard method does not apply at the National Park level but, given the constraints in the Park area, it is unlikely that the National Park Authority will be able to contribute substantially to the Winchester District need. Discussions will need to be held with the Park Authority regarding the potential for development in the SDNP and whether 15 dwellings per annum remains a realistic level, but the Park Authority's comments are supportive of discussions on housing matters.

- 3.14 Conclusion: Government advice is clear that the standard method should be used to calculate housing need unless exceptional circumstances exist. There is uncertainty about what the standard method result will be at the time it can be fixed (on submission of the Plan) and, indeed, whether the Local Plan process itself will change. The current standard method result of 665 dwellings per annum is expected to change by the time the Local Plan is submitted for examination and if a shortfall is identified by the Partnership for South Hampshire this will also need to be considered. Given the uncertainty, it would be sensible to develop a strategy that would allow for some increase in Winchester's housing need, to 700 dwellings per annum, plus consideration of any PfSH shortfall. While the housing need is a district figure, there is likely to be limited supply within the South Downs National Park and the scale of this should be discussed further with the Park Authority.

### Proposed Development Strategy

- 3.15 The responses indicate a clear preference for Approach 1, a development strategy based on distributing development to a sustainable hierarchy of settlements. There is some support for Approach 4 (dispersing development) but much less for Approach 2 (focus development on Winchester) and clear opposition to Approach 3 (strategic allocation(s) / new settlement).
- 3.16 Dealing with Approach 3 first, this has received high levels of opposition, both in principle and to the locations that promoters have put forward. The Strategic Issues and Priorities (SIP) document was careful not to identify potential locations so as to avoid site-specific objections or the impression that some locations had been endorsed by the Council. Despite this, the promotion of new settlements at Micheldever Station and 'Royaldown' by the respective landowners was well known and they received large-scale objection. There were clearly campaigns encouraging objections to both proposals, but what is perhaps equally striking is the lack of support for this Approach. If respondents were purely concerned with resisting development in their area, it may be expected that there would be support for Approach 3

from residents in other locations where development pressures would be reduced, but this is not apparent.

- 3.17 The NPPF advises that new settlements or large-scale extensions to towns and villages can be a suitable way of supplying large numbers of homes (NPPF paragraph 73). However, there is not a need for very large numbers of new homes to be planned for in this Plan period, and other potential strategies can achieve the necessary housing, and the proposals could not deliver this in the short-term anyway. The NPPF also refers to the locations of such developments being planned ‘with the support of their communities’, which is very obviously lacking for the proposals at Micheldever Station or Royaldown.
- 3.18 The SIP’s summary of the Sustainability Appraisal for Approach 3 suggests that it has the potential to achieve a degree of self-containment and to provide infrastructure (including green infrastructure), jobs and services. However it could also result in longer distance travel to some facilities, including by car, and be less supportive of the viability of existing town centres. Some respondents also highlight the risks to delivery of concentrating development in a single large development, something that has been experienced to an extent with the existing strategic allocations. This Approach is also likely to be the least consistent with the desire expressed by many respondents to make best use of brownfield land.
- 3.19 The promoters of Royaldown indicate in their comments that they are no longer actively promoting this as a new settlement, although it could be available if the Council wished. A much smaller area of land is now being promoted through the 2021 Strategic Housing and Employment Land Availability Assessment (SHELAA).
- 3.20 The disadvantages of a new settlement are, if anything, highlighted by the effects of the pandemic, the threat to town centres and the climate emergency. The current situation would suggest the need to focus development on existing settlements to support town and local centres, encourage brownfield development and reduce the need to travel, not to start a new focus of development in an undeveloped rural location. The remaining site actively being promoted, at Micheldever Station, is also on the edge of the district away from the main areas of settlement (and therefore housing need) and would create a new centre for development in a relatively undeveloped and unspoilt tract of countryside between Winchester and Basingstoke.
- 3.21 Therefore, a new settlement should be rejected as a way forward to meet the local housing need in the new Local Plan. It may be necessary to plan for some larger scale development to address the unmet needs of neighbouring authorities in South Hampshire. Whether this is necessary, and the preferred locations, will become apparent when the work being undertaken by PfSH is completed. Even if this indicates a need for a strategic allocation(s) in Winchester District, this will be in the south of the district, not at Micheldever or Royaldown. It is likely that any PfSH proposals would form extensions to the urban areas within/around the southern edge of the district and would thus

be able to be incorporated into an updated 'South Hampshire Urban Areas' spatial area in the new Local Plan.

- 3.22 Approach 1 was the best supported and the aim should be to seek to follow this approach, modifying it where possible to address concerns raised in the public comments or through the Sustainability Appraisal (SA). The summary of the Sustainability Appraisal included in the SIP document identifies various advantages of this Approach, including focussing development on existing settlements where it would reduce the need to travel and supporting town and village centres. The main concerns raised in the SA summary related to the possible impacts of development in the South Hampshire Urban Areas on biodiversity, and on heritage assets in Winchester.
- 3.23 Some of the comments on this Approach also question whether the scale of development envisaged in the South Hampshire Urban Areas is achievable, given that these comprise two development areas that are already planned (West of Waterlooville and North Whiteley). The SIP acknowledged that there may not be capacity within West of Waterlooville or North Whiteley for the 1,266 additional dwellings that would be needed under this Approach. There may be some scope for some intensification or minor extension whilst staying within the limits of these developments and any sites submitted through the SHELAA will be assessed to test this, taking account of the SA's concerns about the impact on biodiversity sites. The SIP suggested that any shortfall may need to be made up within the wider southern part of the district, a suggestion which itself received some objection.
- 3.24 There is already a concentration of development in the southern part of the district, with 2 strategic allocations and 6 of the 8 market towns in this area. This may be accentuated if further development is needed to help meet wider South Hampshire needs. The Strategic Housing Market Assessment 2020 (SHMA) identified different housing market areas in Winchester Town, the northern rural part of the district (broadly the SDNP and areas to the north) and the southern rural area (broadly areas to the south of the SDNP). These areas have variations in housing and market characteristics, including house types, prices and affordability. Winchester Town and the northern rural area tend to have higher levels of need for affordable housing of all types, largely due to the higher housing costs in these areas.
- 3.25 While the standard methodology figure for housing need is a district-wide one, and much of the development that is needed is already planned and committed, there is some scope to address the needs of the northern rural area. Much of this area is within the SDNP, so is not covered by the Local Plan and is unlikely to be able to meet its needs in full. These unmet needs will be met elsewhere in the district. The part of the northern rural area outside the SDNP tends to feature a scattered settlement pattern with few larger and more sustainable settlements. In the current Local Plan only Winchester Town, New Alresford and Kings Worthy are identified as settlements that warrant a specific housing target.

- 3.26 The 'Settlement Hierarchy Review 2021' concludes that those settlements which are the next most sustainable, after those already having housing targets in the existing Local Plan, are all towards the northern part of the district: South Wonston, Sparsholt, Otterbourne and Sutton Scotney. Sparsholt does not have any housing sites promoted on the edge of the village through the SHELAA 2021, so should not have a housing target applied, but the other villages have potential sites and are relatively sustainable, with regular bus services, so would be suitable for modest additional housing targets. Otterbourne is well served by buses between Winchester and Eastleigh, and South Wonston and Sutton Scotney are on the same bus route, where additional development may help to stimulate improvements.
- 3.27 Therefore, as there is likely to be limited capacity to expand the existing strategic allocations at West of Waterlooville and North Whiteley, there is scope to direct an additional modest element of development to the northern part of the district (Winchester Town and sustainable settlements to the north of the South Downs National Park). This could help satisfy some of the respondents that supported Approach 2 (focus development on Winchester) or Approach 4 (dispersed development), or the significant number that supported small-scale or modest development within existing settlements.
- 3.28 Many respondents suggested there may need to be a 'blended' approach and this is recommended, based on Approach 1 but with slightly more development in the rural area (taking elements of Approach 4) and at Winchester (Approach 2). Approach 4 received the second highest level of support and alludes to the identification of 'intermediate' settlements, so there is some support for such an approach. The scale of additional development needed in each sub-area of the district will depend on the overall housing requirement, the level of commitments, and available/suitable sites. This is likely to involve a slightly lower level of provision in the South Hampshire Urban Areas and correspondingly increased provision at Winchester and in the Market Towns and Rural Area, compared to the figures for Approach 1 in the SIP document. The implications for each spatial area are broadly outlined below.
- 3.29 Winchester Town. The SIP document described Approach 1 as requiring some additional development over and above commitments and windfall to achieve the 4,500 dwellings proposed under this Approach. The potential at Sir John Moore Barracks was acknowledged and the site owners are working up proposals for the land. Winchester has the most potential for brownfield development, although this is bound to have limits and several of the larger sites are already treated as commitments (see section below for discussion of brownfield development). These will need to be subject to further assessment of deliverability, but it is likely that windfall and brownfield opportunities, including Sir John Moore Barracks, could provide most of the additional sites needed to meet the housing target for Winchester. If additional allocations are needed they are likely to be small in scale.

- 3.30 South Hampshire Urban Areas (SHUA). As noted above, it may be difficult to achieve the 6,700 dwellings allocated to this spatial area under Approach 1 as existing planned development (West of Waterlooville and North Whiteley) will not achieve this number and there is likely to be limited scope for intensification or expansion of these allocations. This needs to be tested further and the target for the existing South Hampshire Urban Areas adjusted as necessary. This will not affect completion of the existing strategic allocations at West of Waterlooville and North Whiteley, which will continue to be built out along with the planned infrastructure and service provision.
- 3.31 If the work currently being undertaken by the Partnership for South Hampshire identifies a need for additional growth to help meet the wider needs of South Hampshire, it is likely that any sites identified would be additions or extensions to existing urban areas within or around the edge of the district. If such sites needed to be allocated to meet the Duty to Cooperate, this could be seen as a development of the approach taken in identifying the existing South Hampshire Urban Areas, albeit involving additional locations.
- 3.32 Market Towns and Rural Area (MTRA). The SIP document estimated that the 2,800 dwellings that would be required in the MTRA area under Approach 1 would be likely to be accommodated through existing commitments and windfall. This conclusion may need to be updated as the housing requirement, commitments and windfall potential are updated, and to take account of any shortfall within the SHUA.
- 3.33 As noted above, some additional housing in this sub-area could help meet the housing needs of the northern part of the district by identifying several 'intermediate' settlements. For the 8 larger MTRA settlements that have housing targets within the existing Local Plan (500 or 250 dwellings over 20 years), it is likely that a similar requirement to the current Local Plan could be maintained, albeit over a revised period, given the level of existing commitments and windfall potential.
- 3.34 Conclusion: Approach 3 received substantial objection and very limited support. Its promotion of large-scale greenfield development is at odds with current priorities around maintaining the viability of existing centres, reducing travel and carbon emissions, and making best use of brownfield land. One potential site promoted by landowners has been withdrawn and the other new settlement being promoted is poorly located to meet the housing needs of the district or to be assimilated into the settlement pattern of the district. Therefore Approach 3 should be rejected.
- 3.35 Approach 1 received the most support and performs well in terms of its potential to support existing settlements, use brownfield sites and reduce the need to travel. It is likely to need adjustment to add elements of Approaches 2 and 4, which were also fairly well-supported. In particular, it is not likely to be possible to intensify/expand the existing SHUA strategic sites significantly and this would not help meet housing needs in the northern part of the district. Therefore, limited increases should be made to the targets for Winchester

Town and the MTRA. It is proposed that this could be achieved partly through the setting of modest housing targets for 3 additional 'intermediate' settlements (South Wonston, Sutton Scotney and Otterbourne). If additional strategic sites are needed to meet wider South Hampshire needs, it is likely to be possible to include these within a revised SHUA sub-area.

### Potential 5<sup>th</sup> Option

- 3.36 A large number of respondents didn't support any of the SIP's 4 Approaches, which they felt either do not make best use of previously developed land or imply substantial sprawl of Winchester to the south/south-west, and suggest that there should be a '5<sup>th</sup> option'. Many of these comments consisted of a standard response, while others either used only parts of the standard response, or added to it. A few comments refer to taking the best parts of the existing options (rather than opposing them) to develop an option 5.
- 3.37 The '5<sup>th</sup> option' does not propose a spatial development strategy or an alternative distribution of housing between various parts of the district, but rather lists a series of features which it is suggested should be achieved. As such it is not a direct alternative to the 4 Approaches in the SIP and cannot be treated as a 'reasonable alternative' in terms of testing it against the SIP Approaches. Nevertheless, it is possible to consider the principles which are promoted and how/whether these should be included in the emerging Local Plan. They are listed as bullet points below, followed by a response.
- *Work alongside the existing supply of housing in the district, which stands at over 11,000 homes. All of the SIP's 4 Approaches take into account commitments as they stood at the time and include a table showing how much housing in each sub-area is already committed and how much additional housing would need to be provided under each Approach. These amounted to 11,308 dwellings at the time of the SIP and this figure will be updated as necessary to reflect the current situation and changes to the Plan period. In addition, an updated Windfall Assessment Report has been produced. The SIP document did not take into account windfall as this updated report had not been published when it was drafted, but a windfall allowance can now be included. Therefore, the existing supply of housing is fully taken into account for all the potential Approaches.*
  - *Use brownfield and previously developed sites across the district, such as Sir John Moore Barracks, minimising the need to develop greenfield land. Many of the existing housing commitments, as well as the windfall potential, involve brownfield land. Greenfield allocations are only made if it is not possible to demonstrate that there is enough suitable and deliverable brownfield sites to meet the housing requirement. The SIP document referred to the need to address the future of Sir John Moore Barracks, although its potential needs be assessed more fully along with other sites promoted for development. There were many comments on*

the topic of brownfield development and these are considered in more detail below.

- *Redevelop the City Centre to tackle the challenges of declining retail, including new homes to bring new life.* Some of the largest town centre sites that could be developed are already allocated in the existing Local Plan and are therefore treated as commitments (e.g. Silver Hill, Station Approach). The Windfall Assessment notes the contribution of commercial premises and estimates that these will continue to contribute to housing supply. But any estimates of the contribution of retail, etc premises need to be robust as there is great uncertainty about the future of town centres currently. There is also a desire to maintain their commercial vitality. This matter is discussed further in the section on brownfield development below.
- *Develop some areas in the south Hampshire urban areas close to the larger centres along the south coast.* It has been noted in discussing the proposed development strategy above that there may not be capacity to significantly increase the existing strategic allocations at West of Waterlooville and North Whiteley. Also urban areas such as Southampton and Portsmouth may not have capacity to meet their development needs, requiring other authorities such as Winchester to assist under the Duty to Cooperate. There may, therefore, be a need to identify additional housing land in the (modified) South Hampshire Urban Areas, but this would be to help meet the needs of the wider South Hampshire area.
- *Allow small developments in-keeping with the character of the market towns and villages, including those in the National Park, which would meet local needs and support local communities.* The City Council is not the planning authority for the National Park and there is a separate Local Plan in place for the whole National Park. All of the SIP's Approaches provide for development in the market towns and villages to varying degrees. The development strategy proposed above would increase the number of settlements that would have a target for housing provision so as to help meet local needs.
- *Be the best option to support a Green Belt to restrict the threat of development spread.* Green Belt is a countryside protection policy that may be applied, if various requirements in the NPPF are satisfied, after provision has been made to meet development needs. A Green Belt could potentially be applied whichever Approach were chosen, but it is not a development strategy in itself. The SIP invited comments on a potential new Green Belt in the section on biodiversity and the natural environment and this issue is considered in detail there.

3.38 Conclusion: The response above shows that the principles promoted as part of a 5<sup>th</sup> option are often being achieved, or potentially could be, within the



Approaches identified in the SIP. The development strategy proposed above rejects a new settlement, including Royaldown, which was a key concern of most of the supporters of a 5<sup>th</sup> option. It also takes into account existing housing commitments, makes a windfall allowance, and prioritises brownfield development where there is robust evidence to support this. It would provide for development in the market towns and villages to meet local needs, promote services and reduce travel. As such, the proposed strategy would address many of the aims of the '5th option'.

### Use of Brownfield / Windfall Sites

- 3.39 Many respondents wished to see greater use of brownfield sites and/or less use of greenfield land and made various suggestions about where/how this could be achieved. The use of vacant town centre sites or commercial units was frequently suggested, with some respondents suggesting the need for higher density development or a more proactive assessment of previously developed land / urban capacity. The use of brownfield land was also a key element of the '5th option' promoted by a large number of people (see above). Similar points were made in response to the SIP's section on the Local Plan vision.
- 3.40 The NPPF requires that local plans develop a strategy for accommodating development needs in a way that makes 'as much use as possible of previously-developed or 'brownfield' land' (NPPF paragraph 119). The Council is also required to maintain a Brownfield Register and may make an allowance for windfall development where there is 'compelling evidence'. In accordance with this advice, the Council takes into account existing development commitments and windfall potential before making greenfield allocations.
- 3.41 The SIP document included tables illustrating the housing requirements of each potential Approach, all of which showed the housing completed / committed at the time (11,308 dwellings). Many of these commitments involve brownfield land, including those large sites within Winchester that were often suggested in comments, such as the former Police HQ, Silver Hill and Station Approach. These opportunities will, therefore, be taken into account and their capacity and deliverability will be reviewed through the emerging Local Plan, to ensure that their contribution can be maximised, so far as can be justified. There are also large numbers of greenfield commitments that reflect the fact that there was not enough brownfield land for the current Local Plan to avoid making substantial greenfield allocations.
- 3.42 There is, however, a finite amount of brownfield land available at any point in time and there may well be other uses that need to be provided, as well as housing. For example, a balanced community needs to have employment provision, greenspaces, recreation uses and retail/leisure facilities available. An assessment therefore needs to be made of all the potential demands on a

brownfield site and it cannot be assumed that they should automatically be developed for housing. Also, brownfield sites may not be within built-up areas, but in less sustainable locations. Policies are needed so as to retain employment sites, open space, retail, etc, although these will be reviewed to reflect current needs and circumstances.

- 3.43 It is not realistic to require that all brownfield land must be developed before greenfield sites are released, as brownfield sites tend to emerge over time as an existing use ceases or circumstances change. There are a large number of greenfield site commitments but, where further greenfield allocations are needed, consideration could be given to whether there is justification to phase these towards the mid/late Plan period. There is a need to maintain a steady supply of housing land and there would need to be strong justification for holding back sites that are otherwise developable, but this is potentially an option to be considered where new greenfield site allocations are needed.
- 3.44 The new Local Plan will, therefore, seek to make as much use as possible of brownfield land, as required by the NPPF and taking account of the range of needs that are identified and suitability of sites. Some respondents suggest that the Council should be more proactive in seeking out brownfield development opportunities, pointing to the earlier 'Urban Capacity Study'. This study was an early precursor of the Strategic Housing and Employment Land Availability Assessment (SHELAA) and the Brownfield Register and was produced at the time of 'PPG3', when Government advice promoted development at a minimum density of 30 dwellings per hectare.
- 3.45 Although the Council's Urban Capacity Study identified several areas where there was scope for brownfield development and intensification, these were not necessarily taken up. For example, areas of lower density development were identified as having potential for intensification but landowners often did not find this viable and there was frequently local opposition to such development. In fact, pressure to protect the character of these areas led to several 'Local Area Design Statements' being produced. Where development happened (e.g. Chilbolton Avenue) there was some criticism of the results and the effect on the character of the area. Given the strong market conditions in the district, it is perhaps more likely that the development industry will identify and bring forward realistic brownfield development opportunities than it is that the Council could identify them. Such a study is not, therefore, recommended but a key new element of work is proposed to look at 'opportunity areas' as part of the workstream of design issues that will be taking place in the Autumn on the spatial dimension of Winchester and the market towns/rural areas.
- 3.46 The Council has produced an updated Windfall Assessment which concludes that windfall sites will make a greater contribution to housing supply than was estimated by the previous windfall study. This Assessment looks in detail at the types of sites that have produced windfall schemes in the past and whether these are likely to continue. This includes various brownfield sites

such as conversions of existing buildings, residential redevelopment and the redevelopment of commercial sites and buildings. Recent trends towards residential conversion of commercial premises have been noted, particularly in Winchester, and are projected to continue. Conversions and redevelopment of commercial uses, are expected to contribute over 60 dwellings per annum in Winchester and an additional (smaller) allowance is made for residential redevelopment.

- 3.47 The Windfall Assessment provides the robust evidence that the NPPF expects if a windfall allowance is to be made. Several respondents suggest that there is additional scope for residential conversion or redevelopment of shops, offices, etc in the town centre. This may prove to be the case but the situation regarding town centres has changed rapidly and it may be premature to rely on a significant increase over and above the projection already made. Also, there will be key commercial areas where the aim should be to maintain retail, leisure and service uses, rather than allow these to be lost to residential with potential harm to the commercial vitality of the town.
- 3.48 Conclusion: Government advice requires as much use as possible to be made of brownfield sites, but the estimated contribution of windfall or other sources needs to be robust and justified. The Council has always taken account of the expected contribution of brownfield sites before making new greenfield allocations and will continue to do so. But this contribution is finite and emerges over time, so it is not realistic to suggest that there can never be any greenfield releases, or that all brownfield sites must all be used first. Robust assessments of windfall capacity have been produced and the contribution of existing brownfield commitments will be reviewed. The development strategy and vision that is recommended to be included in the new Local Plan will help to maximise the use of brownfield land and reduce the need for further greenfield releases.

This page is intentionally left blank