

# YOUR PLACE YOUR PLAN.

Winchester District Local Plan

## STRATEGIC ISSUES & PRIORITIES CONSULTATION

15<sup>TH</sup> FEBRUARY – 12<sup>TH</sup> APRIL 2021



**Winchester**  
City Council

## **1. INTRODUCTION:**

- Overview 4
- What is a Local Plan? 5
- Why do we need a New Local Plan?
- What is the Purpose of this Document?
- Possible Changes to the Local Plan making process and planning system 7

---

## **2. THE VARIED PLACES WITHIN OUR DISTRICT**

7

---

## **3. VISION FOR THE DISTRICT IN 2038**

8

---

## **4. LOCAL PLAN OBJECTIVES**

11

---

## **5. THE KEY ISSUES AND PRIORITIES FOR ACTION IN OUR NEW LOCAL PLAN:**

- Carbon Neutrality 15
- Biodiversity and the Natural Environment 25
- Conserving and Enhancing the Historic Environment 32
- Homes for All 36
- Creating a Vibrant Economy 59
- Promoting Sustainable Transport and Active Travel 63
- Living Well 67
- Low Carbon Infrastructure and Local Plan Viability 70
- Delivery and Success of the Local Plan 75

---

## **7. WHAT DO YOU THINK AND HOW CAN YOU COMMENT ON THIS DOCUMENT?**

76

---

## **APPENDICES:**

- Appendix 1 - Existing Policies in the Development Plan 78
- Appendix 2 - New Local Plan policies 80
- Glossary of Terms 98

# FOREWORD

Consultation on the Strategic Issues and Priorities document is an invitation for you to become involved in the next important stage of a conversation about our new Local Plan. The decisions made through the Local Plan will be of strategic importance for the district over the next 15 years and beyond. By working together we will create and protect our environment through the new Local Plan.

All of our lives have been, and continue to be affected by the worldwide COVID-19 pandemic. The long term impacts of the crisis are still emerging and every indication is that it is likely that the long term impacts will be felt for many years to come. The measures that were put in place by the Government to try and slow down the pandemic have resulted in some strong environmental and social insights for spatial planning.

This document has been prepared in the knowledge that the Government has recently consulted on a number of significant changes to the planning system and the outcome of these consultations are not yet fully known. However, we recognise that it is important that we continue to make progress with preparing our new Local Plan and have early engagement with a range of people about the future of the district.

The Local Plan is one of the important tools in helping the district to become zero carbon by 2030. It also sets the long term aims for our communities, our jobs and the environment. We are fully committed to supporting our local economy, planning for new homes and creating the right conditions to attract new jobs to grow our local economy. It is really essential that Carbon neutrality and the potential effects of climate change are a key element embedded into the development of our new Local Plan.

We know from our previous engagement that there are a number of issues that need to be debated, and which we will have to prioritise, and we need to think carefully about how these can be addressed.

We really want everyone to be central to the process and help us create our new Local Plan that will set out the future of the district. This consultation is only just the beginning of the journey (as it is in advance of the full consultation under 'Regulation 18'). The document identifies the issues that we all think the new Local Plan needs to address, building on the evidence base and our experience of the past year. In addition to seeking your comments on this document, you will be able to look at a new [Local Plan website](#) which will have the ability for you to answer questions on some of the key issues and specific issues that are of interest to you.

We really do hope that everyone will really want to be part of our Local Plan journey and you are able to give some of your valuable time to respond to this consultation and help to shape the future of the district.

**Cllr Lucille Thompson, Leader of the Council**

**Cllr Jackie Porter, Cabinet Member for Built Environment & Well Being**

# 1. INTRODUCTION

## OVERVIEW

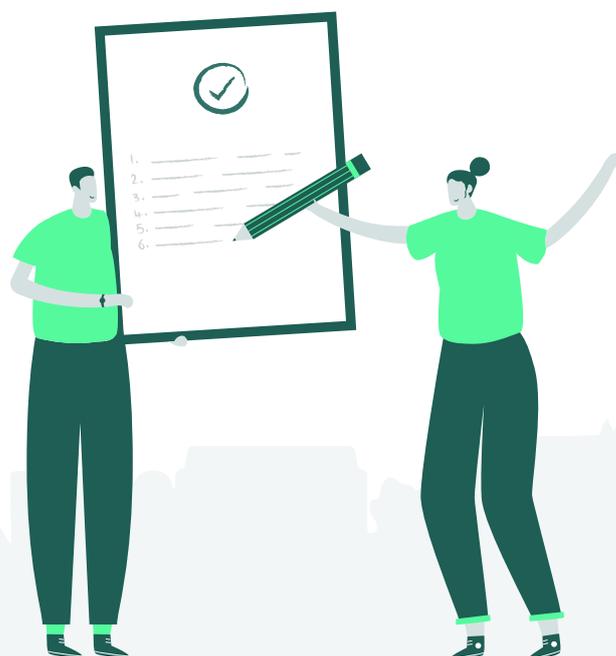
Following the launch of the new Local Plan process in 2018, and building on what our research is telling us (our evidence base), this consultation document sets out the priorities that we think the new Local Plan needs to address.

The Local Plan preparation process does not start with a blank sheet of paper. Our existing local plan includes Local Plan 1 – Joint Core Strategy (adopted 2013 and covering the period up to 2031) and Local Plan 2 – Development Management Policies and Site Allocations (adopted 2017).

These plans already provide for a lot of the development needed in the future, as they plan for the period up to 2031 – which overlaps with the new Local Plan process which will plan for the period of 2018- 2038. Much of the development contemplated in the current Local Plan now has planning permission.

This means that some of the future development needs of the district are already planned for, and therefore the future development strategy is partly determined, at least for the early/middle parts of the new Plan period, by what has already taken place or has been permitted.

The new Local Plan will take account of updated evidence about the future needs of our district and what has already been allocated for development. This creates a challenge for the new Local Plan in terms of how this existing development strategy (included in the current plan) can be accommodated within the Council's climate change agenda.



## **A. WHAT IS A LOCAL PLAN?**

The Local Plan is a document produced by Winchester City Council, in its role as the local planning authority. It will include a wide range of matters including local housing need, the future economic needs, environmental considerations (including the Climate Emergency), community infrastructure and strategic infrastructure needs. Once we have fully engaged with the local community and key stakeholders and the plan passes through all of its formal statutory stages (including two more opportunities for commenting on the Local Plan) it is then adopted.

The adopted plan will be used to assess planning applications and to set out what development will be allowed for in the future. The Local Plan will only cover the parts of the district which are outside of the South Downs National Park (as the South Downs National Park Authority has responsibility for planning in that area).

## **B. WHY DO WE NEED A NEW LOCAL PLAN?**

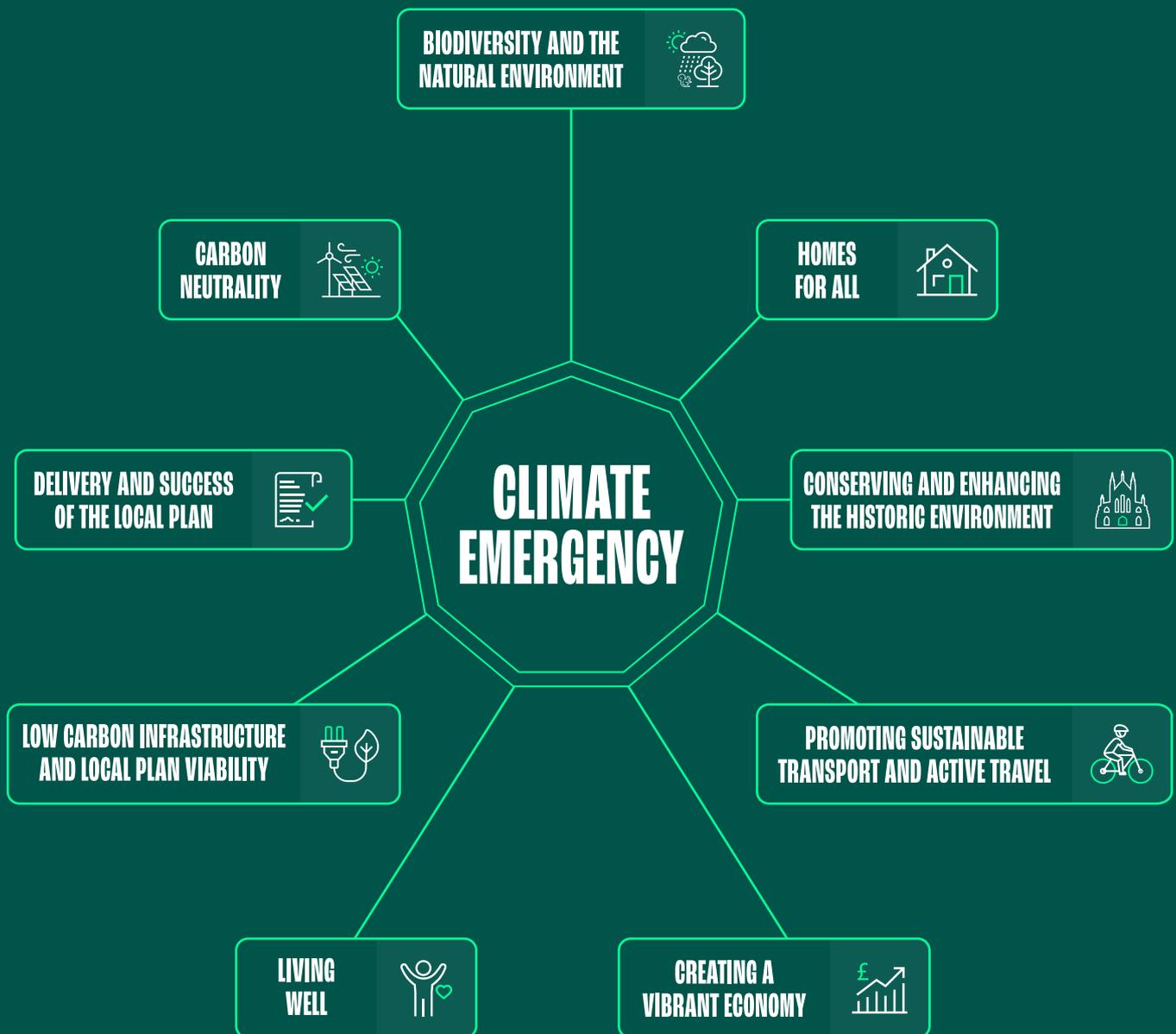
Under the current planning regulations, every five years all local planning authorities in England and Wales are required by the Government to review their Local Plan and to make sure that it takes a long enough look ahead in terms of planning for the development needed in the district. That includes reviewing its policies in the light of changes in what the Government requires of us as well as changes in circumstances locally and more widely along the implications of COVID-19 in the changes to the way that we live and work. All these factors will tell us what we need to plan for in relation to housing, jobs, shopping, infrastructure, community facilities, protecting our rich built and natural heritage.

## **C. WHAT IS THE PURPOSE OF THIS DOCUMENT?**

We are consulting now as we want to hear everyone's views as to how the district should accommodate the homes that it needs to plan for and what our future strategic vision should be for the whole of the district outside the National Park. At this stage we are not making choices about our 'preferred option', we are simply presenting a range of questions and inviting comments in advance of the Regulation 18 process. The answers that you give to this consultation document will help us to understand how we should go about preparing the Local Plan and how we could implement the proposed changes to the planning system that could be on the horizon.

The City Council has a Council Plan which identifies the outcomes it is looking to deliver, and thus accommodate in the Council budget. The Council Plan is important because it sets out the Council's priorities for the district and some approaches towards addressing these issues. There are a number of areas in which the Local Plan can support the Council's policies, and which help to make the Council's priorities a reality. For the purposes of preparing the Local Plan, these outcomes have been incorporated within the following nine interlocking issues that will form the basis of the structure of the new Local Plan:

# THE 9 KEY AREAS OF FOCUS:



#### **D. POSSIBLE CHANGES TO THE LOCAL PLAN PROCESS AND PLANNING SYSTEM**

The Government has proposed significant changes to the Local Plan preparation process, via its recent White Paper 'Planning for the Future'. The Council has responded to the Government's consultations and Cabinet has approved a 'Local Plan Action Plan' (16 December 2020) which sets out the road map towards progressing with our Plan in a manner which enables us to pivot between a new style Local Plan, as set out by the reforms, and a document which follows the current system. This flexibility is needed because we do not know when the changes will be brought in and exactly what form they will take. Whilst we are consulting on various ways that we could potentially address the priorities facing the district it must be acknowledged that the Government may, as part of the proposed changes to the planning system, change its policies at a National level.

For details of the Council's Local Plan Action Plan and detailed analysis of the implications of possible Government reforms to the planning system, see [here](#).

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## **2. THE VARIED PLACES WITHIN OUR DISTRICT**

Following the launch of the new Local Plan process in 2018, and building on what our research is telling us (our evidence base), this consultation document sets out the priorities that we think the new Local Plan needs to address.

The Local Plan preparation process does not start with a blank sheet of paper. Our existing local plan includes Local Plan 1 – Joint Core Strategy (adopted 2013 and covering the period up to 2031) and Local Plan 2 – Development Management Policies and Site Allocations (adopted 2017).

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This means that some of the future development needs of the district are already planned for, and therefore the future development strategy is partly determined, at least for the early/middle parts of the new Plan period, by what has already taken place or has been permitted.

The new Local Plan will take account of updated evidence about the future needs of our district and what has already been allocated for development. This creates a challenge for the new Local Plan in terms of how this existing development strategy (included in the current plan) can be accommodated within the Council's climate change agenda.

## 3. VISION FOR THE DISTRICT IN 2038

### KEY ISSUES:

**It is really important that we have a clear vision for the future of the district at the end of the Plan period and we set achievable objectives which will enable us to realise this vision.**

**The current adopted Core Strategy sets out an overall vision that described what the district should look like by 2031:**

### EXISTING CORE STRATEGY VISION

Winchester District is a special place characterised by a rich historical and cultural heritage and attractive countryside and is home to a diverse population and a variety of business sectors. The district should retain the distinctive characteristics of the three key areas so as to maximise opportunities to address change in a positive way that ensures it remains an attractive place to live, visit, work and do business:-

- the County Town of Winchester needs to meet its housing and community requirements and to diversify its economy through the promotion of the knowledge, tourism, creative and education sectors, whilst respecting the highly valued features and setting of the Town;
- areas at Waterlooville and Whiteley on the southern fringes of the district need to provide homes, jobs, physical and social infrastructure whilst creating a strong sense of community identity and protecting nearby environmentally sensitive sites, to create extended communities in this part of South Hampshire;
- the market towns and many villages that fall within the rural area are to remain viable settlements offering where possible a range of local services and facilities, and be allowed to grow to respond to local needs, whilst retaining their individual identity and rural character. Development in those settlements that lie in the South Downs National Park should respect its purposes.

Looking ahead, and as part of the preparation of the new Local Plan, we need to set out a new vision for the future development of the district until 2038. It is considered that the existing vision remains broadly relevant (although different areas may be identified for provision of homes, jobs and infrastructure, to be identified through this Plan-making process). Since the vision was set, we have seen potentially huge changes in work patterns with COVID-19, greater pressures to reduce carbon emissions and a greater desire for local living. The key change and challenge for the new Local Plan, is that it needs to be prepared through the climate change lens and reflect the need to zero carbon sustainable development going forward.

Throughout 2020 the Winchester Town Forum, supported by a team of consultants, have been working on producing a document for the built up area Winchester town and its immediate surroundings in 2030. The project began in February 2020 and has involved a number of working groups, dedicated social media channels and 1-2-1 interviews conducted by the project team led by consultants Boyle and Summers. The process has been recorded in a number of handbooks as follows which constitute the new Vision for Winchester. Details can be viewed at [www.onegreatwin.com](http://www.onegreatwin.com)

- Handbook Part 1 records the results of the first phase engagement and consultation, that ran from February to July 2020.
- Handbook Part 2 captures the results of an intensive working group phase undertaken across September and October 2020.
- Handbook Part 3 sets out a number of recommendations that are of relevance to the Local Plan.

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The overarching vision, as set out in Handbook Part 3, revolves around three specific approaches:

- **Spatial: The City Made by Walking**
- **People Power!: Establishing Mechanisms that Enable Communities to....**
- **Auditing & Sharing Resources: Creating and Sharing Data is Empowerment**

**IN ADDITION, SIX CRITICAL VALUES  
WERE INCLUDED IN THIS DOCUMENT:**

- 1.** One hundred small wins are better than one big win
- 2.** Tackle the climate crisis by building resilient communities that have learned to self-organise and work together
- 3.** Build an effective dialogue with a wide range of voices that focuses on problem solving and enabling between the community and the Council
- 4.** The City needs strong leadership prepared to make difficult choices but before that, trust must be (re)established and this can be achieved by listening to people
- 5.** Tackle the negative impacts of car traffic by moving towards the “fifteen minute city model” which favours local walking and cycling access to services and facilities and creates viable, better alternatives to car use that have much wider benefits i.e. creating beautiful streets people enjoy walking down, leads to local town squares where one might encounter friends, a pop-up market stall or a temporary event
- 6.** Create the space in the process to catch emerging ideas and be prepared to flex with changing times, changing attitudes, and changing technologies

We would really welcome your views on the existing Local Plan vision, and how the recent work that has been undertaken as part of the Winchester Vision 2030 can be used to help inform a new vision for the Local Plan.

**CONSULTATION QUESTION:**

## **VISION FOR THE LOCAL PLAN**



**Is the vision in the current Local Plan still appropriate for inclusion in the new Local Plan and what, if anything needs to be changed?**

**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)?**

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## **4. LOCAL PLAN OBJECTIVES**

It is important that the policies in the new Local Plan are derived from clear strategic objectives that meet the carbon neutrality target for the district and are aligned with the current Council Plan (2020 – 2025).

Below we have set out the key spatial planning objectives which we think the new Local Plan needs to meet. These are classified as environmental, economic or social objectives with carbon neutrality being the overarching fundamental issue against which each of these objectives must be aligned.

**We would welcome your feedback on whether you agree with them.**

**OVERARCHING OBJECTIVE:  
CARBON NEUTRALITY**

The Council has declared a Climate Emergency and has set an ambition for the wider district to become carbon neutral with its partners by 2030.

**SUSTAINABLE DEVELOPMENT OBJECTIVES**

Environmental objectives:	Economic objectives:	Social objectives:
<p>Positively contribute to achieving a carbon neutral district by 2030 through appropriately located development, good connectivity and sustainable design.</p> <p>Reduce the number of places that experience poor air and water quality. Reduce waste and exceed current recycling targets</p> <p>Enable communities to respond and adapt to the effects of climate change ensuing that development is appropriately designed and located and can be adapted.</p> <p>Ensure that development provides biodiversity net gain, and does not increase the loss of habitats or the risk of flooding and overheating.</p> <p>Require development to be resilient to climate change challenges, innovative, energy efficient, sustainably constructed and designed and meet health and well-being needs.</p> <p>Promote and encourage use of renewable energy sources to power new developments.</p> <p>Strengthen and create healthy communities that are connected, with easily accessible open spaces and green / blue infrastructure, and support sustainable travel choices including walking and cycling.</p> <p>Promote development that is innovative, energy efficient and appropriate to the local surroundings</p>	<p>Grow opportunities for a range of high-quality, well-paid employment across the district including opportunities for graduates and younger workers.</p> <p>Aim to provide for new offices and workspace in easily accessible locations and to protect existing offices and workspaces which are located in areas with sustainable transport links or where they reduce the need to travel to work and which reflect the on-going changes in the way people work.</p> <p>Support development which is designed in a manner that actively encourages people to live, work and spend locally and supports a sustainable tourism economy.</p> <p>Actively encourage development which supports the needs of new businesses and entrepreneurs of the future, particularly within the creative sectors including IT, Digital, Architecture, and emerging green growth sectors.</p> <p>Support long term sustainable employment opportunities in the market towns and rural communities.</p> <p>Support and ensure that new development is served by the appropriate infrastructure including cycling and walking, public transport, access to support superfast broadband and good mobile phone connectivity.</p> <p>Ensure that the city, market towns and rural communities across our district are attractive to visitors and are competitive and attractive to new inward investment.</p> <p>Support the long-term development of our high streets by promoting active shop fronts and actively managing the change in the mix of uses, whilst discouraging out of town retail developments.</p>	<p>Achieve a transport system that is balanced and is focused on sustainable transport modes that provides everyone with a real choice whilst supporting walking and cycling and tackles in and out commuting</p> <p>Provide and broaden the choice of homes to meet the identified need of our communities and to support long term economic growth</p> <p>Develop a built environment that is focussed more on people than private cars and respects and responds to local character so that we create communities and places where people want to live, work, study and play</p> <p>Promote active participation that supports an individual's right to participate in the activities and relationships of everyday life as independently as possible and support those individuals that are not able to do this</p> <p>Aim to create communities that are focussed on green spaces, reduces health inequalities and creates a healthy environment in the district by having good access to services, schools and facilities within walking distance</p> <p>Protect and enhance open space and community facilities as spaces for social engagement and community building/empowering neighbourhoods; ensure new developments provide spaces for social interaction and the building of new community networks</p> <p>Support the district's role as a thriving centre for education which integrates with the resident population</p>

A key part of the development of the new Local Plan is to prioritise and substantially reduce the district's carbon footprint. In order to achieve this, the new Local Plan will need to consider future sustainable place-making and, if the Government's plans for change come into fruition, demonstrate how the Local Plan meets a single sustainability test which is focussed on minimising carbon emissions. It must be acknowledged that taking this approach has consequences and is a real challenge to how the development strategy in the Local Plan is prepared.

**CONSULTATION QUESTION:**

# **SUSTAINABLE DEVELOPMENT OBJECTIVES**



**Do you agree with the Sustainable Development Objectives that have been set out above? For each of the objectives, do you:**

- agree with the objective?
- agree that the objective reflects the key issues that are facing the district?
- agree that the objective supports the fundamental aim of the Local Plan to achieve carbon neutrality?

**Do you have any other comments about the Sustainable Development Objectives?**

# THE KEY ISSUES AND PRIORITIES FOR ACTION IN OUR NEW LOCAL PLAN

In the sections below, a summary of the key issues for each topic are set out, followed by a more detailed explanation of the issues and what the evidence is telling us.

Following this are a number of consultation questions, which we are asking your views on.

## LOOK OUT FOR:



Key  
Issues



Consultation  
Questions



Topic Icons  
Located at the top of pages  
to indicate which issue is  
being discussed





# ISSUE 1: CARBON NEUTRALITY



## **KEY ISSUES:**

The government has made a commitment that will require the UK to bring greenhouse gas emissions to net zero by 2050.

The Council agrees that carbon neutrality is a vitally important issue and has published its Carbon Neutrality Action Plan 2020-2030 which sets out how it will deliver against the ambition to be a carbon neutral Council by 2024 and district by 2030.

All activities and services delivered have a role to play in assisting us with moving towards Carbon Neutrality and factors which may lead to exacerbate climate change (through more greenhouse gases) should be avoided (e.g. pollution, habitat fragmentation, loss of biodiversity) and the natural environment's resilience to change should be protected.

The Local Plan is a really important tool that can be used to change the ways that we do things and the way that the district grows and changes in the future. The effects of climate change and adaptation are most likely going to be felt by the most vulnerable members of our society.

The COVID-19 pandemic has highlighted the important role that planning can have in tackling climate change and it is extremely important that we take some of the key lessons learnt from the pandemic to future proof the district against the impacts of climate change.

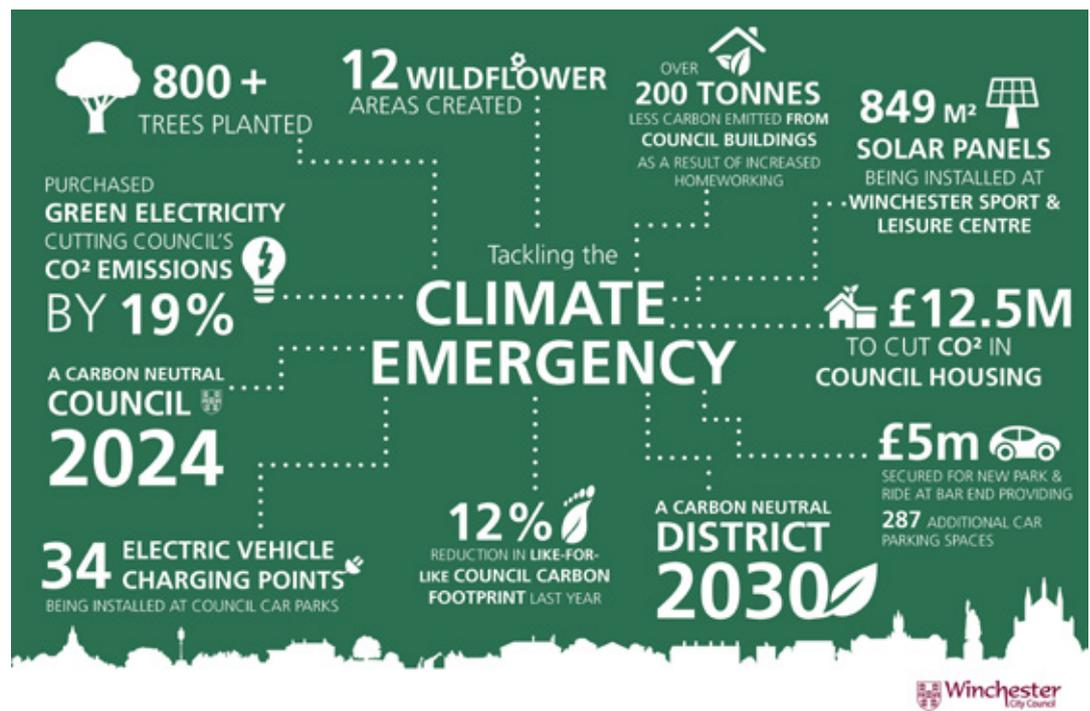
The new Local Plan could include a strategic policy on climate change and adaptation and a number of supporting local policies that would assist the Council with moving towards carbon neutrality.



**What are the Issues/ what is the Evidence Telling Us?**

House building and transport are major contributors towards CO2 emissions. In recognition of this there are a number of existing Local Plan policies that address climate change that sites coming forward for development are currently assessed against. Whilst the Local Plan Part 1 and Part 2 were both adopted prior to the Climate Emergency declaration, the Council did have a climate change target which aimed to reduce CO2 emissions by 30% on 2004 levels by 2015. There are various policies on the (then) Code for Sustainable Homes, BREEAM <https://www.breeam.com/> and various development management policies including one on promoting energy efficient design. It is important that as climate change is at the heart of the new Local Plan the existing policies on climate and adaption are reviewed and a set of new priorities are identified that help the City Council and its partners move towards carbon neutrality.

One year on (June 2020) from the declaration of the Climate Emergency, the following had been achieved



**What specific measures can be incorporated into the new Local Plan?**

The new Local Plan could include a strategic policy on climate change and adaption and a number of supporting local policies that would assist the Council with moving towards carbon neutrality and achieving the highest possible standard to achieve this key objective. A range of approaches have been identified below and we welcome your views on these.

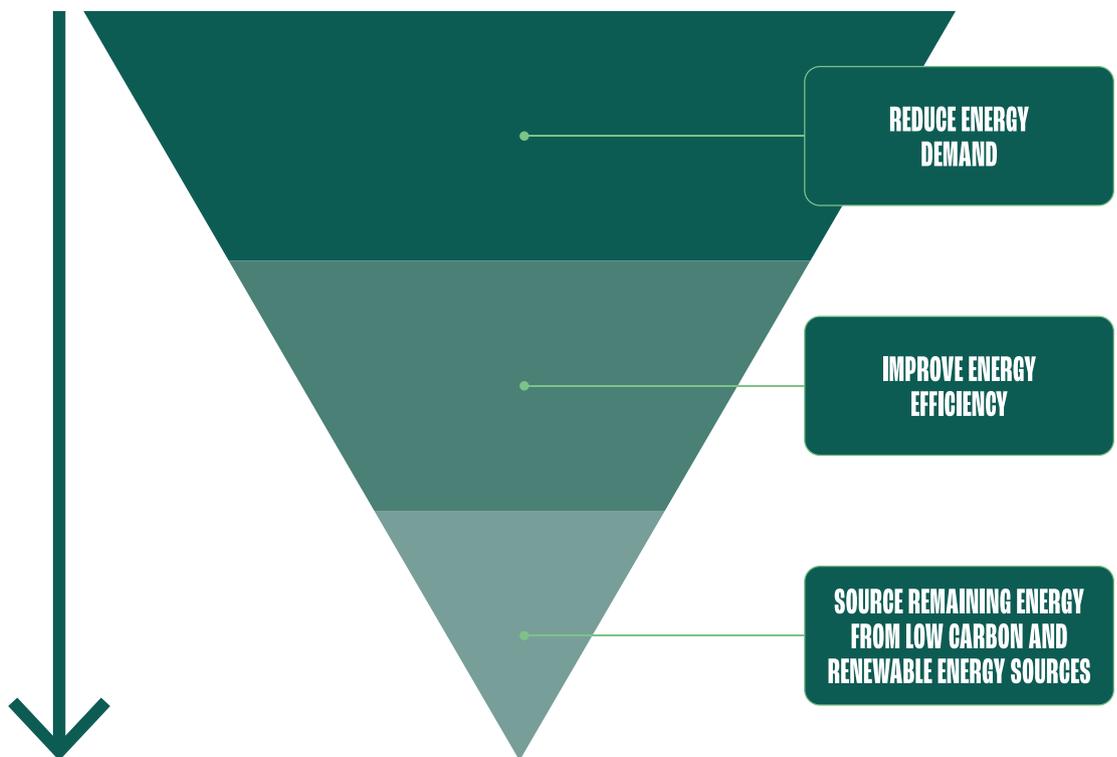
**Strategic Policy:**

The strategic policy would provide an overarching policy relating to climate change mitigation and adaptation. The various local policy approaches described below could add more detail to the overarching strategic policy

**Other Priorities:**

Ensure that developers think about more sustainable energy options right at the start of the design process through an energy hierarchy process with carbon neutrality right at the forefront of our minds.

An energy hierarchy is a classification of energy options, prioritised to focus developers to think about minimising the need for energy and more sustainable energy options right at the start of the design process. This process should start by considering where a building is located on a site, how it is built and how it can be designed in a way that minimises the use of energy and utilising low carbon and renewable energy.



**Background**

The second section of Policy CP11 in the adopted CS already refers to an energy hierarchy but this could be updated and made more prominent in the Local Plan in order to take into account the following

- Reduce the demand for energy consumption.
- Improve energy efficiency.
- Source remaining energy from low carbon and renewable energy sources.

If it can be clearly demonstrated that a building cannot meet the above requirements, as a very last resort, the Local Plan could include a financial calculation towards the cost of carbon offsetting which would be the final and least-preferred step in the hierarchy.



**Use the carbon opportunity mapping and money from the carbon offsetting fund to support energy efficiency improvements to existing buildings that are located in the red or amber zone**

Carbon energy opportunity mapping uses data about the existing carbon emissions at a Parish or Ward level. Emissions from Parishes/Wards are then colour coded – Red/Amber/Green. Red zones are the highest carbon emissions and where there is the greatest opportunity to do something positive to address carbon emissions. The only limitation with this data is that in some parts of the rural areas, there are no other options apart from oil fired heating so the mapping does have some limitations which must be acknowledged.

The Council has commissioned the Centre for Sustainable Energy (CSE) to undertake some energy opportunity mapping of the district in partnership with Winchester Action for Climate Change (WinACC).

**Background**

The carbon energy opportunity mapping could be presented in the Local Plan and the carbon offsetting fund which is to be used as the very last resort, could be used to make more energy efficient measures to existing buildings that are located in a red or amber zone as these are the locations where the biggest change could happen.

Mapping carbon emissions has the advantage that they can be updated and used for comparisons over a number of years to detect changes in a given Parish or Ward level.

**Include climate intervention areas to target areas of the district that need improvement**

If the new Local Plan allowed for carbon offsetting as a very last resort, where it is not possible to undertake measures on site, it would be necessary to identify deliverable projects in terms of how and where this money could be spent. This money could be targeted towards areas that suffer, for example, from poorly insulated homes, poor air quality or be used to support opportunities to return road space back to people.

A key consideration would be how this work could be resourced and how it could be used to reduce our carbon footprint.



### Background

One of the ways that this could be achieved could be to have a policy on 'Climate Change Intervention Areas' or to identify certain areas or locations on the Policies Map that need climate change improvement.

The Local Plan could identify some key requirements for what would need to happen in these areas such as sustainable transport routes by widening of footpaths, cycle lanes, tree planting, living green walls, community managed planters, electric vehicle infrastructure etc.

In order to be able to successfully obtain funding for these works, via a carbon offsetting fund, a scheme would need to be developed outlining the cost of these works (either temporary or permanent) and a way of measuring the outcomes.

The Movement Strategy and work that has been undertaken on the Winchester 2030 Vision could be used as the evidence base for this policy.

### **Introduce a Local Plan policy that has higher requirements than the current Building Regulations**

Since the current Local Plan was adopted in 2013, the policy context for housing energy standards has changed substantially. The current building and energy standards are set out in the Building Regulations and the national energy standard which set out minimum energy performance standards. In January 2020 the Government consulted on the 'Future Homes Standard' for new build homes to be future-proofed with low carbon heating and energy efficiency measures.

The Government has now issued a response to this consultation and a further consultation document on changes to the Building Regulations

<https://www.gov.uk/government/consultations/the-future-homes-standard-changes-to-part-l-and-part-f-of-the-building-regulations-for-new-dwellings>

<https://www.gov.uk/government/consultations/the-future-buildings-standard>

### Background

Up until very recently (19th January 2021), the Government had made it very clear that improvements to energy performance standards will be made through the Building Regulations and not through policies in Local Plans unless there is local evidence and it can be clearly demonstrated through Local Plan Viability (see section on Local Carbon Infrastructure and Local Plan Viability) that these types of measures do not undermine the deliverability of allocations. In response to comments that were received to the consultation on the Future Homes the Government has now clarified that:



“We acknowledged the need to clarify Local Planning Authorities’ role in setting energy efficiency requirements for new homes that go beyond the minimum standards set through the Building Regulations

- The new planning reforms will clarify the longer-term role of local planning authorities in determining local energy efficiency standards.
- To provide some certainty in the immediate term, we will not amend the Planning and Energy Act 2008, which means that local authorities will retain powers to set local energy efficiency standards for new homes”.

The proposed changes to the Building Regulations will mean that from 2025, new homes built to the Future Homes Standard will have carbon dioxide emissions at least 75% lower than those built to current Building Regulations standards. According to the Government in the short term this represents a considerable improvement in the energy efficiency standards for new homes. Homes built under the Future Homes Standard will be ‘zero carbon ready’, which means that in the longer term, no further retrofit work for energy efficiency will be necessary to enable them to become zero-carbon homes as the electricity grid continues to decarbonise.

However, if the Local Plan introduced a policy that required developers to reduce CO<sub>2</sub> levels beyond the current Building Regulations that were in force at the time or zero carbon homes, any costs that were associated with introducing higher energy efficiency standards would need to be justified and tested through the Local Plan Viability Assessment. This will be a key issue that will be addressed at the next stage of the Local Plan process.

### **Require developers as part of the planning application process to consider the whole life carbon footprint of a building**

The sourcing of sustainable materials and low impact construction are really important as the building industry is a great consumer of natural resources such as wood, water, minerals and energy. Buildings when they are built continue to be a direct cause of pollution because of the emissions that are produced by them and their impact on the ground. Environmentally friendly building materials have to be durable, and be reusable or made from recyclable materials. This is not only about using the right materials but it is also about limiting the use of non-renewable materials and ensuring energy efficiency.

A truly ‘green building’ needs to undertake a lifecycle carbon assessment at key project stages from the concept design to siting, design and construction, through to operation, maintenance and renovation and to end-of-life when the materials can be retrieved and recycled. Developers could be required to document the whole life environmental footprint of their development in their Energy and Carbon Statement.



### **Background**

The second part of Policy CP11 in the adopted CS partly deals with the need to maximise energy efficiency and the need for buildings to be designed to maximise energy efficiency and design out the need for energy. Criteria vii of Policy DM16 refers to the principles of energy efficient design.

The new Local Plan could include a policy on resource efficient and low impact construction that covers the whole lifecycle carbon assessment of the new development including the sources of materials used during the construction and operation of the building. If the proposed development involves demolition it would encourage recycling and re-use of materials. Developers would need to demonstrate how this has been taken into account in their Energy and Carbon Statement.

The Local Plan could have a requirement that planning applications are assessed under RICS 'Whole Life Carbon Assessment for Built Environment , 2017' or Embodied and whole life carbon assessment for architects, RIBA (2018)  
<https://www.architecture.com/knowledge-and-resources/resources-landing-page/whole-life-carbon-assessment-for-architects>

Developers would be asked to demonstrate that they have fully considered the whole lifecycle carbon assessment as part of the design process. The cost of requiring this would need to be assessed as part of the Local Plan Viability Assessment along with the cost of assessing the reporting requirements.

A Sustainable Design and Construction Supplementary Planning Document could be developed alongside the policy to provide more detail on what would be required and how to go about this assessment.

### **Require developers to consider the impact of overheating**

With changing temperatures there is a serious risk to humans and ecosystems in terms of overheating or heat islands. By incorporating passive cooling techniques early on into the design and ensuring good ventilation to floor space ratio, external shutters, vents, green roofs and green walls covered in vegetation, these measures can all help to mitigate the risk of a building overheating.

The design of the external environment is equally as important as the vegetation and habitats that are created around the building can all help to reduce a building from overheating.



### **Background**

The Local Plan could include a policy that requires all development proposals to demonstrate how the development reduces the potential for overheating of the inhabitants and the surrounding ecosystems without the reliance on air conditioning by employing measures such as passive cooling and ventilation. Providing natural shading and tree planting is an important way of addressing overheating for ecosystems and is often overlooked.

The Chartered Institution of Building Services Engineers have published a [TM59 'Design Methodology for the Assessment of overheating risk in Homes'](#) and this assessment or any subsequent changes to this advice, could be referred to in a policy in the Local Plan.

### **Sustainable Drainage Systems (SuDS) / Rain water gardens**

SuDS can help to mitigate the risk of flooding and ensure that there is no net increase in surface water run off as a result of development. SuDS aim to mimic nature and typically manage rainfall close to where it falls by including things like permeable paving / swales / ponds / green / blue or brown roofs. SuDS provide areas to store water in natural contours and can be used to allow water to soak (infiltrate) into the ground or evaporate.

Rain water gardens are designed in a similar way to SuDS as they are areas of land that receive water from impervious (hard) surfaces such as roads, rooftops, paths, driveways and patios. A number of places around the world are now promoting the use of Rain water gardens in the middle or to the side of roads/footways and it has the added benefit that they create green corridors. However, as they would be generally located in the highway it would require the support and involvement of Hampshire County Council as the local highway authority.

### **Background**

Policy CP17 in the Adopted CS has a criterion on SuDS. In order to be successful there needs to be a management and maintenance system for SuDS in place that covers the lifetime of the SuDS which is currently not addressed in this policy.

The Council would need to work with the Lead Local Flood Authority (Hampshire County Council) and Environment Agency, to develop a more detailed Local Plan policy on SuDS including the need for lifetime maintenance.

If the Council wanted to include a policy or promote the use of Rain water gardens next to roads/footways that would be adopted by HCC this would require support and involvement of HCC. It would also be necessary to understand the cost of maintenance of any rain water gardens and assess this information as part of the Local Plan viability assessment.



**Increased water efficiency standards by using less water, storing rainwater and using it for grey water recycling**

The south east of England is classified as a seriously water stressed area by the Environment Agency. Climate projections point to drier and warmer summers with more extreme rainfall events and more severe droughts. This is expected to result in a higher demand for water supply. The more water that is abstracted to meet demand, the less water there is for rivers, streams and wildlife.

**Background**

The Local Plan could include a policy that requires all development to:

- be water efficient
- meet the requirements of 100 litres per person per day (which is beyond Code level 4 and is something that Southern Water is promoting through its T100 scheme <https://www.southernwater.co.uk/water-for-life/target-100>)
- include grey water recycling / rainwater harvesting

Any refurbishments and other non -domestic development would be required to meet BREEAM water efficiency credits.

Introducing a lower water consumption rate and grey water recycling would need the engagement and support of the water authorities and housebuilders and it would need to be demonstrated at the Local Plan examination that these lower overall consumption measures were justified and achievable.

**Integrate the ability for people to grow their own food on larger development proposals**

Food plays a fundamental part of our everyday lives. The Garden City movement has recognised the need to fully integrate locally produced food production in the planning and design of larger development proposals. The COVID-19 pandemic has strengthened the need to look at this really important issue. This could be achieved through the provision of allotments / communal space as many people have turned to locally produced food which has the added benefit of improving people's health and well-being, and sense of community.

**Background**

This could be incorporated into a design policy and the need for developers to providing flexible open space that gives the ability for people to grow their own food so the cost of this should be factored into the cost of the land.



**CONSULTATION QUESTION:**



**IF THE LOCAL PLAN INCLUDES  
A STRATEGIC POLICY ON  
CLIMATE CHANGE WHAT ARE  
THE KEY ISSUES THAT THIS  
POLICY SHOULD COVER?**

- 1. Are the possible Local Policy approaches ambitious enough and how would you rank them in order of priority?**  
(Too ambitious/ about right/ not ambitious enough)
- 2. What else can the Local Plan do to assist with moving the district towards zero carbon?**
- 3. Do you agree or disagree with the following statement?**  
**“A carbon offsetting fund should be used as a last resort”**  
(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)
- 4. If you agree with the establishment of a carbon offsetting fund, how should this money be used?**



## **ISSUE 2: BIODIVERSITY AND THE NATURAL ENVIRONMENT**



### **KEY ISSUES:**

**How can the Local Plan balance and deal with the many competing demands being made on the natural environment and how best to protect the countryside?**

**The Biodiversity Action Plan and the Landscape Character Assessment are currently being updated and a Green Infrastructure Strategy produced that brings together all of the natural and semi-natural areas.**

**The Local Plan will need to address and measure the new requirement for biodiversity net gain.**

**Trees are an important part of our green infrastructure and they provide a range of social, environmental and economic benefits providing they are planted at the right time and in the right place. They also need to be protected in the long term.**

**How can the Local Plan address the need for 'Nutrient Neutrality' and Carbon Offsetting - both of which may require land allocations?**

**It is becoming increasingly important to identify land for offsetting, in order to be able to achieve 'nutrient neutrality' and carbon offsetting.**



## **What are the Issues/ what is the Evidence Telling Us?**

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Winchester is a large and beautiful district with around 250 square miles of rolling Hampshire countryside which is an irreplaceable natural resource supporting biodiversity, the rural economy, including agriculture and recreational uses. Around 40% of the district is within the South Downs National Park which is afforded the highest landscape protection. The district covers a large and diverse area of wildlife habitats, including the Rivers Itchen and Meon, the Forest of Bere and the estuary of the River Hamble some of which are internationally protected sites.

Whilst the current Local Plan has been successful in protecting the countryside, protected sites and impacts of development on the rural area by restricting the type of development that can take place there, some additional challenges for the next Local Plan have been identified. On one hand, increased levels of development are needed, but there are also changes in legislation (some still awaited) which require more of our district to meet the needs of biodiversity net gain and the multi-use of green infrastructure and open spaces and nutrient neutrality.

### **Nutrient Enrichment**

The need for development to be ‘nutrient neutral’ (this term includes both nitrates and phosphates) so as not to exacerbate the problem of nutrient enrichment in sensitive habitats is an important issue in the district and the wider South Hampshire area around the Solent. There is a need to plan for ways in which we can deliver the growth we need in our district in a way which is ‘nutrient neutral’.

The Local Plan may be able to help by allocating land for use in mitigation which could include planting woodland or creating wetland habitat.

Winchester City Council is a member of the Solent Recreation Mitigation Partnership (Bird Aware Solent) [https://solent.birdaware.org/media/29372/Bird-Aware-Solent-Strategy/pdf/Solent\\_Recreation\\_Mitigation\\_Strategy.pdf](https://solent.birdaware.org/media/29372/Bird-Aware-Solent-Strategy/pdf/Solent_Recreation_Mitigation_Strategy.pdf) which is working together with other local authorities and conservation bodies to protect the thousands of birds that spend the winter along the coast from human disturbance, through the Solent Recreation Mitigation Strategy.

### **Biodiversity and Green/Blue Infrastructure**

The progress of the Environment Bill has been slowed due to COVID-19 but when introduced it will help facilitate the Government’s commitment to delivering the environmental programme set out in the 25 Year Environment Plan.

Environmental considerations must be central to policy and policy options that cause the least environmental harm must be chosen. It will introduce a mandatory requirement for biodiversity net gain to ensure that new developments enhance biodiversity and create new green spaces for local communities to enjoy. It will also introduce a “Duty to Consult” in respect of tree felling, reflecting the important role that trees play in terms of cleansing the air by intercepting airborne particles, reducing heat, and absorbing some pollutants as well as a landscape character and biodiversity function.



Green infrastructure and blue infrastructure (infrastructure that is associated with water) is important for biodiversity and the council is working with partners and neighbouring authorities to ensure that these habitats are well connected to each other. The intention is to identify, enhance and protect networks of interconnected habitats to benefit biodiversity in the long term.

Work is currently underway on developing a Green/Blue Infrastructure Framework and Action Plan, and updating the Biodiversity Action Plan and Open Space Standards. These will provide up to date evidence to support the Local Plan and could be translated into supplementary planning documents. A Landscape Character Assessment update is also underway. This Assessment is a process of identifying and describing variation in the character of the landscape and it will provide an invaluable source of information for Local Design codes and the designation of land.

The Council had appointed consultants (LUC) to undertake an Integrated Impact Assessment (IIA) which will include a Habitats Regulation Assessment (HRA). The European Union (EU) Habitats Directive protects certain species of plants and animals which are particularly vulnerable. The Directive specifically relates to Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar (a wetland site designated to be of international importance under the Ramsar Convention) and sites known as Natura 2000 sites (a network of core breeding and resting sites for rare and threatened species, and some rare natural habitat types which are protected in their own right). The UK Habitats Regulations are used to implement the EU Directive and require a HRA to be prepared alongside the Local Plan. The process is used to identify whether proposals are likely to have a significant (adverse) impact on Natura 2000 sites.

### **Call for Green Sites**

In recognition that it is becoming increasingly important to have areas of land set aside for a range of natural/biodiversity issues and these are equally important as allocating land for housing and employment uses and identifying any brownfield land, this consultation is undertaking a specific call for 'Green sites' (i.e. sites that might be suitable for green infrastructure, biodiversity enhancement/net gain, nitrate mitigation or renewable energy).

### **Countryside Protection**

One of the key aims of the existing Local Plan is to concentrate development within the most sustainable locations and to protect the countryside (Policy MTRA4 – Development in the Countryside). The remaining area outside defined settlement boundaries is defined as 'countryside' and planning policies generally resist built development here, other than for specific needs. These policies have generally worked well in protecting the district's countryside, while enabling planned growth to meet development requirements. In addition to the countryside protection policies, the City Council has identified 'Settlement Gaps' which are a number of areas of undeveloped land which help to define and retain the separate identity of settlements and these will need to be reviewed as part of the preparation of the new Local Plan.



There are a number of alternative approaches to countryside protection including maintaining existing countryside policies, introducing new landscape designations, defining Strategic/Settlement Gaps, local green space or wedges, local landscape protection policies or designating a Green Belt. All of these different alternative approaches need to be evaluated in order to understand if they deliver the Plan intentions. We are keen to understand as part of this consultation your views on the different ways and the policy options for protecting areas of the countryside/open space.

The existing adopted Local Plan already has a number of development management policies that seek to protect and enhance the countryside. This means that the key question that must be considered is how successful or otherwise have these development management policies been in protecting the countryside and whether there are specific issues that need to be addressed through new policies or if the evidence suggests that we should as part of the Local Plan review process, consider an alternative approach such as introducing a Green Belt.

Local Plan policy	Policy
MTRA4	Development in the countryside
CP15	Green Infrastructure
CP16	Biodiversity
CP18	Settlement Gaps
CP20	Heritage and Landscape Character
DM1	Location of development
DM5	Protecting Open Areas
DM23	Rural Character
DM24	Special Trees, Important Hedgerows and Ancient Woodlands
Policy DM25	Historic Parks and Gardens



If there are 'gaps' in the current range of rural policies, various possibilities for new policies could be available which could include:

### **Local Green Space designation**

The NPPF allows land to be designated as Local Green Space through local and neighbourhood plans which allows communities to identify and protect green areas that are of particular importance to them. Paragraph 100 of the NPPF sets out the criteria for designating land as Local Green Space. One of the key recommendations that was included in the Winchester 2030 vision for the city was empowering local neighbourhoods and importance of protecting and improving the public realm and open space.

### **Green Belt**

The City Council is aware that the Campaign to Protect Rural England (CPRE) have undertaken some high level research on the need for a Green Belt for South Hampshire and a number of Parish Councils have suggested that a Green Belt should be established around the south of Winchester. The possibility of designating a Green Belt in parts of the south of the district therefore could be considered. PFSH are currently undertaking work on assessing potential Strategic Development Areas and will be undertaking an assessment for the need for a Green Belt in the southern part of the district.

Demonstrating why existing development management policies are not adequate or failing is one of the key criteria for creating a Green Belt, as set out in the NPPF.

### **What is the purpose of a Green Belt designation?**

Green Belts are a specific planning designation intended to prevent urban sprawl by keeping land permanently open. There is no designated Green Belt in the district currently. The essential characteristics of Green Belts are their openness and their permanence. The extent of the designated Green Belt in England as at 31 March 2019 was estimated at 1,621,150 hectares, around 12.4% of the land area of England.

New Green Belt proposals and their impact need to be considered at a strategic scale, rather than simply within one district or Local Plan, requiring coordination and agreement between several authorities and their local plans all of which may be at different stages in the Local Plan making process. The need for a Green Belt would be tested through the Local Plan examination process.

There are challenging policy tests for introducing Green Belts: the NPPF is very clear that new Green Belts should only be established in exceptional circumstances, for example when planning for larger scale development such as new settlements or major urban extensions.

Once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of Local Plans.

It is important to consider the implications that a Green Belt would have for achieving sustainable development in the rest of the district and in the wider area, especially as it would constrain and have a direct influence on where future development could be located, and 40% of the district is already located in the South Downs National Park.

Green Belt would not reduce the requirement for housing or other development and it would be necessary to show that there are sustainable locations for future development before new restrictions are put in place.

**Whichever policy approach is selected for the rural area, it will still be necessary to accommodate the binding housing requirement that will be set by Government policy.**





**CONSULTATION QUESTION:**



# **BIODIVERSITY AND THE NATURAL ENVIRONMENT**

**1. Do you agree or disagree with the following statements?  
“Where biodiversity net gain cannot be provided on-site, it  
should be allowable to offset this by enhancing biodiversity  
off site”**

(Strongly agree/ agree/ neither agree nor disagree/  
disagree/ strongly disagree)

**2. “We should allocate land specifically for open space or for  
biodiversity net gain, to provide opportunities for off-site  
mitigation of the effects of new development”**

(Strongly agree/ agree/ neither agree nor disagree/  
disagree/ strongly disagree)

**3. “Current development management policies for the  
protection of the countryside are adequate”**

(Strongly agree/ agree/ neither agree nor disagree/  
disagree/ strongly disagree)

**If you disagree with the previous statement, please explain  
your reasons and your view on what new policy measures  
should be adopted.**

**4. Do you think a new Green Belt is needed in the south or  
north of the district? If so, what changes in circumstances  
make this ‘exceptional measure’ necessary; and**

**5. How would a Green Belt designation contribute to  
achieving sustainable development in the district and  
adjoining areas?**



## **ISSUE 3: CONSERVING AND ENHANCING THE HISTORIC ENVIRONMENT**



### **KEY ISSUES:**

There is a rich wealth of historic assets (designating and undesignated) including conservation areas, listed buildings, historic parks and gardens and landscapes and archaeological assets that contribute towards the character, diversity and distinctiveness of its landscape.

Heritage assets are an irreplaceable resource and should be conserved in a manner that is appropriate to their significance so that they can be used and enjoyed for future generations. We must carefully consider where new development is located in order to ensure that important heritage assets are not adversely affected.

In order to make the most efficient use of resources, the Local Plan Action Plan has identified the need for a template to be developed that enables Conservation Character Area Appraisals to be updated at the same time as preparing Village Design Statements and Local design codes.

Understanding how the Local Plan could be used to support zero carbon improvements to Listed Buildings without adversely affecting the breathability of the built fabric or harm the features of interest.



### **What are the Issues/ what is the Evidence Telling Us?**

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In Winchester District, there are over 100 Scheduled Monuments, 2,267 listed buildings, 110 Scheduled Ancient Monuments, 11 historic parks and gardens, 37 Conservation Areas and a historic battlefield which now lies within South Downs National Park.

Winchester District also has a wealth of historic parks and gardens that contribute to the character, diversity and distinctiveness of its landscape. Equally, the district has many important archaeological resources from pre-historic period to the military history of the last century.

The Winchester Future 50 Conservation Area Project is currently being undertaken in the district. Through this project, a pilot in a form of Non-Designated Heritage Asset list, which is being prepared with the assistance of local communities for a part of Winchester has been devised and will be published on completion. Further funding will need to be secured in order to be able to roll this project forward to other parts of the district.

### **A sympathetic policy approach towards energy efficiency in historic buildings**

According to Historic England, it is a widely held view that older buildings are not energy-efficient, and must be radically upgraded in order to improve their performance. Advice from Historic England is that in reality, the situation is more complicated, and assumptions about poor performance are not always justified. Even so, the energy and carbon performance of most historic buildings can be improved, which will help them remain viable and useful, now and in the future. Striking the right balance between benefit and harm is not easy. The unintended consequences of getting energy efficiency measures wrong (or doing them badly) include: harm to heritage values and significance, harm to human health and building fabric, and failure to achieve the predicted savings or reductions in environmental impact.

In order to achieve the right balance, subject to what the Government does with introducing national policies, the Local Plan could include an enabling policy that supports measures to improve and adapt to the effects of climate change to Listed Buildings where it would be consistent with a number of criteria.

SDNP has an adopted Local Plan policy (SD14: Climate Change Mitigation and Adaption of Historic Buildings) that sets a sympathetic approach towards improving the energy efficiency of historic buildings.

Working with Historic England, we propose a Local Plan policy which could be accompanied by an SPD which would provide more detail on which proposals might be acceptable in relation to historic buildings.



**CONSULTATION QUESTION:**

# **CONSERVING AND ENHANCING THE HISTORIC ENVIRONMENT**



- 1. Is there any need for any additional heritage policies over and above those that are already included in the existing Local Plan?**
- 2. Do you have any suggestions for how the Local Plan can be used to support energy efficiency improvements to Listed Buildings?**



## **ISSUE 4: HOMES FOR ALL**



### **KEY ISSUES:**

**One of the aims of the Council Plan is to provide ‘Homes for All’ and this was also an issue in Winchester as highlighted through the recent 2030 Vision work.**

**Housing affordability is an issue for many people, especially young people and families – there are different types of affordable housing and providing it can affect development viability and infrastructure provision.**

**The Government has made it very clear that it wants to boost the supply and delivery of new homes. A significant amount of development is already planned for the existing Local Plan and the amount of housing that we are required to build will be set by the Government.**

**Balancing climate change and need for additional housing, the affordability of new houses and what types of houses are built and where it is located is a key challenge for the Local Plan.**

**How to provide for ‘self and custom build’ housing and a range of other forms of housing for all sectors of the local community both young and old (e.g. service families, students, older persons’ housing, care accommodation).**

**How and where to meet the accommodation needs of gypsy, traveller and travelling showpeople.**

**The role of community-led housing in meeting our needs and the planning policies needed to provide it.**

## ISSUE 4: HOMES FOR ALL



### KEY ISSUES:

**The number of homes that we need to plan for is very important but of equal significance is that we need to deliver the right type of homes, sizes and in the locations that match the needs of our district recognising the impacts of more people working from home.**

**The Winchester 2030 vision has reiterated the need to prioritise brownfield / previously developed land and to explore the opportunities on these sites before determining how much greenfield (agricultural) land is released for development.**

### What are the Issues/ what is the Evidence Telling Us?

The Local Plan must allocate enough land to accommodate the area's housing needs and to meet the needs of specific groups (e.g. affordable housing, homes for older people and the needs of gypsies and travellers). A study of traveller accommodation needs is underway and is likely to show a need to identify additional traveller pitches. In areas like Winchester itself there is also the issue of student accommodation and the impact this can have on family homes, and low cost housing which is affordable to younger people including our graduate population. The Strategic Housing Market Assessment considered the need for additional student accommodation and for other types of dwellings such as family housing.

The Government has made it very clear that it wants to boost the supply and delivery of new homes and sets the housing requirement in order to achieve this. For most people looking at a Local Plan it is the number of homes (planners use the term 'dwellings' because that covers houses, flats and specialist accommodation like student housing) that are needed which is the most important and often controversial issue.

Developers and landowners have put forward a number of sites that are included in the Strategic Housing and Employment Land Availability Assessment (SHELAA – [add link](#)). These 'SHELAA sites' are a 'long-list' of sites that are offered up by their developers to be assessed when making site allocations. Not all the SHELAA sites will be needed and it is important to reiterate that these SHELAA sites are only developers aspirations as which sites they would like the City Council to allocate for development in the new Local Plan.

The Council will not be able to decide which sites are needed until it is clear what housing requirement will be set by Government for the Local Plan period, as this will help determine the number of sites needed. Therefore, **this consultation is not about specific sites**, but about possible growth strategies for the future. The Sustainable Development Objectives (Section 4) and the key issues that have been identified for various topics will then be used



to consider the different ways we could meet our future housing and employment needs (Section 5) and the designation of the land. Any of the existing housing/employment sites that have been allocated for development in the current Local Plan that have not yet come forward for development will need to be assessed in order to determine if they are still deliverable.

**Possible approaches towards accommodating housing need and distributing growth**

The existing Local Plan system requires authorities to consider the likely significant environmental effects on the implementation of the Plan and a range of ‘reasonable alternatives’. This includes how future growth could be distributed across the district. It is not clear whether this would remain a requirement under the changes proposed in the Planning White Paper, but it remains good practice to consider alternative ways to achieve future development needs and climate change objectives. Therefore several potential growth options have been developed for consultation and testing against the Local Plan objectives. We do recognise that there are potentially other growth options that have yet to be considered but any options must be viable and realistic. Any options which do not meet these criteria can be ruled out before the council starts to consult on its draft Local Plan.

At the Local Plan examination, it will still be necessary for the Council to demonstrate:

- what are the reasonable alternatives and why they are or are not considered to be the best option;
- the reasons for selecting the alternatives;
- clear reasons for rejecting any alternatives.

The Climate Emergency and the target of achieving zero net carbon development is the essential element that will run through the new Local Plan. In order to achieve this the Sustainable Development Objectives will be the primary considerations when the Council is considering the different ways that it could meet future housing and employment needs. The Council has made no pre-judgement about which alternative growth option, or combination of options, is the best fit for these objectives because assessing each option will be part of the process of preparing the next stage of the Plan.

The Government has recently clarified that it’s ‘Standard Methodology’ for calculating local housing needs will continue for the time being. However, it is not clear whether the Planning White Paper’s proposals to change the calculation will be taken forward and this still remains a possibility.

The current Standard Methodology requirement for the district is 692 dwellings per annum, so this figure (rounded to 700 dwellings per annum) is used in each of the alternative growth options set out below (14,000 dwellings over a 20 year Local Plan period). Set against this, some housing has already been completed and there are also a large number of planning consents in the ‘pipeline’, totalling about 11,300 dwellings (this does not include communal accommodation or future ‘windfall’ development). So the ‘shortfall’ that the new Local Plan may need to plan for is currently under 3,000 dwellings.

The Government may change the Standard Methodology in future, so there is some uncertainty about the Local Plan’s housing requirements. The alternative growth options



discussed below could be revised to deliver a higher housing requirement, if this were imposed. While a strategy of promoting large growth areas may seem to be a way of delivering higher housing numbers, such areas could only achieve a certain number of completions in the Local Plan period. A higher housing requirement would need more sites to be allocated and this could potentially be achieved under any of the four alternative growth options.

**As the overall housing requirement is not yet finally fixed, there has been no detailed assessment of individual SHELAA sites and how/whether they might deliver the levels of housing proposed for sub-areas of the district under the various options. Therefore the alternative approaches should be considered as ‘theoretical’ options at this stage and this consultation is not about the merits of individual SHELAA sites.**

Four strategic alternatives for housing growth are listed below:

- A development strategy based on the approach in the existing Local Plan of distributing development to a sustainable hierarchy of settlements;

- To focus development on Winchester itself and other larger and more sustainable settlements;

- A strategy that includes one or more completely new strategic allocations or new settlements

- A strategy of dispersing development around the district largely in proportion to the size of existing settlements

Broad elements of each of the options are described below. There is a description of how the ‘spatial areas’ of Winchester Town, the South Hampshire Urban Areas and the Market Towns and Rural Area may be affected. This uses the areas defined in the existing Local Plan, although different options may have similar effects for a particular area, so as to enable comparison between options and with the existing Local Plan strategy.

The housing requirement relates to the whole of Winchester District, including the part within the South Downs National Park, but we are not able to allocate any land for development within the 40% the district which lies in the National Park. The alternative approaches do not include any allowance to meet the needs of neighbouring authorities that may not be able to meet their housing needs in full. These authorities are likely to be in South Hampshire, where the Partnership for South Hampshire is working to develop a Joint Strategy to plan for development needs at a sub-regional level – see Approach 3 for more information.

Although in practice the principal issue is the distribution and quantum of housing growth, the implications for employment, retail and infrastructure are also considered. It is not the purpose of this Strategic Issues and Priorities document to make detailed site allocations; instead it focusses on the potential broad strategies for future development.

**Option 1: Development Strategy based on the approach in the existing Local Plan of distributing development to the sustainable hierarchy of settlements**

Some of the development that is needed to cover the period to 2038 is already allocated in the existing Local Plan, in particular the three major development areas still have about 6,750 homes to deliver. This is entirely as predicted because large development sites take a long time to become productive and then deliver housing over many years. The existing Local Plan was developed with considerable public input through the ‘Blueprint’ consultation (Local Plan Part 1) and working with local communities to allocate sites (Local Plan Part 2).

The existing Local Plan strategy sets out a hierarchy of settlements, based on their sustainability credentials, with Winchester being the most sustainable (4,000 dwelling target), followed by the market towns of New Alresford and Bishops Waltham (500 dwelling target each), and 6 of the other larger villages (250 dwelling target each). Strategic sites were allocated at North Winchester (2,000 dwellings at the site now called Kings Barton), West of Waterlooville (3,000 dwellings, partly in Havant Borough), and North Whiteley (3,500 dwellings).

Although the housing requirement for the new Local Plan is not yet finally fixed, it will be higher than in the current Local Plan. Under this approach the targets for each sub-area are just over 10% higher than in the last Local Plan. The potential implications for each of the spatial areas are discussed below.

<b>Spatial Area</b>	<b>Current Local Plan Provision 2011-2031*</b>	<b>Housing Required Under This Option 2018 - 2038</b>	<b>Current Housing Commitments 2018-2038**</b>	<b>Additional housing required</b>
<b>Winchester Town</b>	4,000	<b>4,500</b>	3,271	1,229
<b>South Hampshire Urban Areas:</b>	6,000	<b>6,700</b>	5,434	1,266
<b>Market Towns &amp; Rural Area:</b>	2,500	<b>2,800</b>	2,603	197
<b>Winchester District</b>	12,500 (625 p.a.)	<b>14,000 (700 pa)</b>	11,308	2, 692

\* Local Plan Part 1

\*\* Includes dwellings completed since April 2018, with planning permission or allocated in the Local Plan Parts 1 and 2. Does not include SHELAA sites or windfall allowance.



### **Winchester Town**

The developments in Kings Barton (Barton Farm) will continue to provide a substantial element of the housing requirement over the Plan period, along with other commitments, particularly in the town centre. However, additional land would need to be allocated for housing, even once allowance is made for windfall development inside the built up area of the City. The future of Sir John Moore Barracks will need to be considered, as it is due to be vacated by the Army, and this may have some potential for housing.

Winchester is the main centre for employment, administration and shopping and the aim would be to maintain and strengthen these roles. Land is allocated in the town centre for employment, housing, leisure and retail uses, which the evidence suggests is likely to meet future needs for 'town centre uses', with a possible need for further office provision and other employment needs.

The Local Plan will assess the need for other facilities and services ('infrastructure') in Winchester and seek to tie this to new development. It may also need to address the future of other areas of land that may be vacated or specific issues such as student accommodation. These are not strategic issues and may apply whichever development strategy is selected.

### **South Hampshire Urban Areas**

The South Hampshire Urban Areas consist of the two strategic allocations at West of Waterlooville and North Whiteley. These are now both under construction and will be completed during the new Local Plan period. These areas include provision for employment, infrastructure and community facilities, including new schools.

As newly-planned communities, these are likely to have little or no potential for windfall development and it may be difficult to identify substantial additional land within the constraints of these locations. The scope for additional land to be allocated, or for intensification, will be examined but this may show that the new housing requirement cannot be met in these locations and would have to be provided elsewhere. The current evidence suggests that the South Hampshire spatial area should be more widely drawn so there may be possibilities within the wider southern part of the district for the necessary development.

There remain substantial areas of land allocated for employment, especially at West of Waterlooville. Part of this is now being developed, although there is some pressure for other non-employment uses in both areas. The evidence suggests that the available land may be more than is needed just to serve the needs of businesses in Winchester District but that it may be needed for the wider South Hampshire area. The Partnership for South Hampshire (PfSH) is undertaking an assessment of employment needs and these allocations should be maintained at least until the results are available. It can be difficult to identify and deliver new employment sites in sustainable locations so existing sites cannot be easily replaced and should not be released unless it can be clearly demonstrated they will not be needed.



Both West of Waterlooville and Whiteley include the necessary services and infrastructure to serve them. If additional land needs to be allocated it may enable any deficiencies that become apparent to be rectified, but substantial new provision is not expected to be needed.

**Market Towns & Rural Area**

The existing Local Plan (Part 1) set targets for the larger towns and villages in the rural area, totalling 2,500 dwellings. This area covers the rural part of the district, including the South Downs National Park, although there was no housing target set for the rural area. There are significant housing commitments in the rural area and the South Downs National Park Authority has produced its own Local Plan which provides for modest development. It is likely that these commitments along with windfall potential could provide the housing required in the rural area.

Small employment sites were allocated in the largest market towns of Bishops Waltham and New Alresford to balance the additional housing and these will be retained and if necessary additional sites identified. In the other settlements the aim will be to maintain existing employment sites, along with local facilities and services to support communities. Some local infrastructure improvements were planned, such as extending local schools, and these will need to be reviewed and new proposals for infrastructure made as necessary.

**Option 1 - Distributing development to the sustainable hierarchy of settlements**

Advantages	Disadvantages
This option addresses climate change by focussing development towards centres that have existing services and facilities and maintains a development strategy that is established and is being delivered	No specific changes to address climate change
This strategy reflects the needs, opportunities and capacity of specific areas	Potentially no new focus for major development if needed post-2038
Consistent with existing commitments and deliverable	Limited scope to achieve infrastructure improvements / funding, if reliant mainly on existing commitments

### **Summary of Sustainability Appraisal for Option 1**

This approach provides a high level of development at locations that have strong existing or planned service provision as well as access to jobs. Focusing development at these locations is likely to reduce the need to travel in the plan area with benefits relating to air quality and carbon emissions. The relatively high level of development focussed at Winchester Town will help to support the viability of the town centre and could help to strengthen the role of the town as the main service centre and job provider in the district.

This approach provides new homes at locations where residents could benefit from access to existing and planned services and facilities at the existing strategic allocations in the South Hampshire Urban Areas. The high level of development to be provided could also help to support the provision of more substantial new services at these locations. Delivering the majority of new homes at larger development sites may also provide opportunities to incorporate connected large scale green infrastructure which may benefit biodiversity, climate change adaptation and landscape character.

However, there is some potential for impacts on biodiversity sites near the South Hampshire Urban Areas (Botley Wood and Everett's and Mushes Copses SSSI) and Winchester Town (River Itchen SAC). Development located at Winchester Town may also impact the high concentration of heritage assets at this settlement. Steering development towards existing urban areas could encourage more re-use of brownfield land in the district.

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

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A significant way in which the Local Plan can help reduce carbon emissions is through the location of new development which can reduce the need for residents to travel to access jobs and services. This suggests that one option that should be considered is to focus new development towards locations where there is the best range of jobs, facilities and services to enable people to avoid long journeys and to use walking and cycling more easily and use public transport, particularly Winchester.

Therefore, this option increases the scale of development that is directed towards Winchester by 25% above the existing Local Plan's targets, as this is the most sustainable settlement in the district. There would be modest additional development in the rest of the district, focussed on the South Hampshire Urban Areas and larger rural settlements, as these are still substantial settlements with a good range of facilities. The resulting housing requirements for each area under Option 2 would be:



<b>Spatial Area</b>	<b>Current Local Plan Provision 2011-2031*</b>	<b>Housing Required Under This Option 2018 - 2038</b>	<b>Current Housing Commitments 2018-2038**</b>	<b>Additional housing required</b>
<b>Winchester Town</b>	4,000	<b>5,000</b>	3,271	1,729
<b>South Hampshire Urban Areas:</b>	6,000	<b>6,250</b>	5,434	816
<b>Market Towns &amp; Rural Area:</b>	2,500	<b>2,750</b>	2,603	147
<b>Winchester District</b>	12,500 (625 p.a.)	<b>14,000 (700 pa)</b>	11,308	2, 692

\* Local Plan Part 1

\*\* Includes dwellings completed since April 2018, with planning permission or allocated in the Local Plan Parts 1 and 2. Does not include SHELAA sites or windfall allowance.

### **Winchester Town**

For Winchester Town there are substantial housing commitments, including Kings Barton (Barton Farm) and in the town centre, which will continue to contribute housing for much of the Local Plan period. In accordance with the aims of this option, these should be developed so as to minimise carbon emissions and harmful impacts on climate change.

This option suggests that development should be concentrated in a large allocation(s) where it will be more viable to provide low carbon infrastructure, including transport which does not require the use of a private car, and facilities and jobs that would be required to make it a sustainable location for development. The SHELAA shows that there are concentrations of potential sites to the north (including Sir John Moore Barracks) and to the south-west of the town, but not all of them would need to be allocated under this option. Any allocation(s) would not necessarily be on the scale of a strategic allocation, unless this was required because of an increase in the overall housing requirement, or to provide more certainty for growth in the longer-term.



This option would support and strengthen Winchester's employment, administration and shopping roles. Land already allocated in the town centre would provide for most employment, leisure and retail needs but there may also be a need for these facilities in any new development areas, to achieve a balance of uses. Some additional land is needed for non-office employment development to meet predicted business needs, but the need for employment space will need to be reviewed in light of COVID-19 and in light of any changes to the commuting flows into Winchester which had been historically high before the pandemic.

This option is expected to need substantial infrastructure provision to enable development to take place. This is likely to include (sustainable) transport infrastructure, substantial 'green infrastructure', areas for biodiversity net gain and facilities such as additional park and ride. Given the aims of this option, it should also achieve high standards of environmental sustainability by measures such as using/generating low carbon renewable energy, vehicle charging points, waste recycling and open spaces. It may also need to address the future of other areas of land that may be vacated or specific issues such as student accommodation. These may apply whichever development strategy is selected.

### **South Hampshire Urban Areas**

The strategic allocations at West of Waterlooville and North Whiteley are both under construction and are due to be completed during the new Local Plan period, including provision for employment, infrastructure and community facilities. Although Waterlooville and Whiteley are substantial settlements this option only proposes modest increases over the existing Local Plan (under 5%) because Whiteley is a relatively new community without a full range of facilities and services and, in both areas, substantial expansion could breach important constraints or be remote from the respective settlements' centres.

### **Market Towns & Rural Area**

The existing Local Plan (Part 1) targets for this area are focussed on the larger towns and villages, with no specific target set for the most rural part of the district, including the South Downs National Park. Whilst this option directs most growth towards Winchester, the larger rural settlements are still sustainable locations for growth with a relatively good range of facilities and services, especially Bishops Waltham and New Alresford. Therefore, the target for this sub-area is increased by about 10%, largely to reflect the level of existing commitments, and requiring little additional housing provision due to its lower sustainability credentials and the presence of the South Downs National Park.

The substantial housing commitments in the rural area and settlements, along with windfall potential, would meet the housing requirement. To accord with the aims of this option, policies for development in the smaller rural settlements would potentially need to be more restrictive than at present.



The aim of this option would be to maintain the role of the largest market towns of Bishops Waltham and New Alresford as local centres for shopping, services and employment. The sites already allocated for employment use would be retained, while in the other settlements the aim will be to maintain existing employment sites and local facilities and services to support communities. Some local infrastructure improvements are already planned, such as extending local schools, and these will be reviewed and new proposals for infrastructure made where needed.

**Option 2 - Focus development on Winchester**

Advantages	Disadvantages
Addresses climate change by promoting Winchester as a centre for housing, employment and services, to minimise travel and reduce carbon emissions	Unclear how much benefit there would be for climate change without identifying specific sites.
Enables large-scale sustainable development at Winchester	Many existing commitments will remain in the rural areas
The scale of the development means that it would create an opportunity to enable more environmentally-friendly / low and zero carbon development	Could lead to decline of smaller rural communities and facilities

**Summary of Sustainability Appraisal for Option 2**

This approach provides a high level of development at locations that have strong existing or planned service provision as well as access to jobs, with the majority at Winchester Town. This approach would contribute to reducing the need to travel in the plan area and strengthening the role of Winchester Town as the main job base and service provider in the district. It would help to address the areas of highest deprivation in the district which lie within the town, by providing new services and encouraging regeneration. New housing at this location would also help to address the unaffordability of housing in Winchester Town.

However, there are currently issues of congestion and poor air quality in the town which might be intensified through this approach. This approach would also be less supportive of sustainable growth at the South Hampshire Urban Areas. The high level of development at Winchester Town could provide opportunities for incorporation of coordinated large scale green infrastructure which could have benefits in terms of biodiversity, climate change adaptation and landscape character. Steering development towards Winchester Town could have adverse impacts on the River Itchen SAC, as well as the high concentration of heritage assets at the settlement and the setting of the South Downs National Park to the east. This option is likely to promote the greatest re-use of brownfield land in the plan area.

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

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The NPPF advises that larger scale development, such as new settlements or significant extensions to existing villages and towns, can often best achieve large numbers of new homes provided that it is supported by the necessary infrastructure and facilities. The current Local Plan includes 3 strategic allocations at West of Waterlooville, North Whiteley and Barton Farm (Kings Barton) and these will deliver much of the development needed. These sites will continue to provide housing for the next 10-15 years but an option for growth in the later part of the Plan period and beyond could be to identify a new strategic site(s).

The Partnership for South Hampshire (PfSH) is assessing a series of 'Strategic Development Opportunity Areas' across its area, which includes the southern part of Winchester District. These would meet the needs of the wider PfSH area and the results of this work will be considered under the 'Duty to Cooperate' and be taken forward as necessary through the next stages of the Local Plan process. Major development would not be appropriate in the National Park part of the district, so the only other area which could be considered as a potential location for a strategic scale site is the central/northern part of the district.

Any site must be capable of being delivered and only a small number of areas of land large enough to form a strategic allocation are included in the SHELAA in the part of the district outside the Partnership for South Hampshire and the National Park. Major new development of this type would take many years to plan before starting to deliver housing, so this option would only be likely to deliver about 1,700 dwellings in any single location during the Local Plan period to 2038. It would however provide a focus for development that would continue into future plan periods.

In other locations development to meet the housing requirement would be limited to existing commitments and an allowance for windfall development. The resulting housing requirements for each area would be:



Spatial Area	Current Local Plan Provision 2011-2031*	Housing Required Under This Option 2018 - 2038	Current Housing Commitments 2018-2038**	Additional housing required
<b>Winchester Town</b>	4,000	<b>4,000</b>	3,271	729
<b>South Hampshire Urban Areas:</b>	6,000	<b>5,600</b>	5,434	166
<b>Market Towns &amp; Rural Area:</b>	2,500	<b>2,700</b>	2,603	97
<b>Strategic Allocation</b>	-	<b>1,700</b>	-	1,700
<b>Winchester District</b>	12,500 (625 p.a.)	<b>14,000 (700 pa)</b>	11,308	2, 692

\* Local Plan Part 1

\*\* Includes dwellings completed since April 2018, with planning permission or allocated in the Local Plan Parts 1 and 2. Does not include SHELAA sites or windfall allowance.

### Strategic Allocations

Under this option it is expected that about 1,700 dwellings could be completed at any one location during the Local Plan period, so one new settlement or strategic allocation would be needed to achieve the current housing requirement. A strategic allocation might ultimately provide 5,000 or more dwellings in total, with development extending beyond the new Local Plan period. Any location would need to ensure provision of the full range of infrastructure and facilities needed to create an attractive, environmentally-friendly, sustainable low carbon development with information technology built-in. Key considerations in selecting a site would be which location would achieve the most 'self-sustaining' development (to reduce unnecessary journeys and enable journeys by sustainable transport modes), be able to supply its own needs for low-carbon energy and recycling, and provide for other needs in its location such as open space, recreation and transport improvements.



### **Winchester Town**

Under this option development would be limited in Winchester Town to existing commitments and windfall development or redevelopment. There are substantial housing commitments, including Barton Farm (Kings Barton) but development could slow later in the Plan period, potentially impacting on the ability to meet housing and other needs, particularly affordable housing, and weakening the town as an employment and commercial centre.

The commitments of land in the town centre would provide for Winchester's employment, leisure and retail needs, with a possible need for further office provision.

There would be limited need or resources for substantial infrastructure provision in Winchester. It may be necessary to address the future of other areas of land that may be vacated or specific issues such as student accommodation, but these are not strategic issues and may apply whichever development strategy is selected.

### **South Hampshire Urban Areas**

The strategic allocations at West of Waterlooville and North Whiteley would continue to be built out and will be completed during the new Local Plan period, including provision for employment, infrastructure and community facilities. As these are new communities there would be little scope for infilling or redevelopment, so no significant additional housing or other development is proposed.

### **Market Towns & Rural Area**

The existing Local Plan (Part 1) targets for this area are focussed on the larger towns and villages, with no specific target set for the most rural part of the district, including the South Downs National Park. This option directs most growth towards a new settlement or other strategic-scale site. Therefore, there is only a modest increase in the target for the Market Towns and Rural Area, primarily to reflect the level of existing commitments. Windfall development or redevelopment within existing built-up areas would be sufficient to meet this requirement. The new strategic allocation could be a considerable distance from some of the rural settlements, making it potentially difficult to meet housing and other needs close to where they arise, particularly in relation to affordable housing.

The aim would be to maintain Bishops Waltham, New Alresford and other local centres for shopping, services and employment, although there may be a declining population in parts of the rural area. Sites already allocated for employment use would be retained and existing employment sites and local facilities and services would be maintained so far as possible to support local communities. Some local infrastructure improvements are already planned, such as extending local schools, but these may need to be reviewed to reflect expected demands.



**Option 3 - Strategic allocations or new settlements**

Advantages	Disadvantages
Provides the scale of development that could potentially address climate change by promoting major development in potentially sustainable new locations and forms	May be remote from other locations so could encourage travel to facilities needed to meet day to day needs.
Provides a focus and direction for longer-term growth and infrastructure	Possible risks to delivery of focussing on one location and harming the sustainability of smaller settlements
Enables other locations to assimilate recent / planned development	Larger developments take longer to plan with transport and infrastructure possibly not in place for early residents and high infrastructure costs could threaten delivery of affordable housing / facilities
Provides the scale of development that could assist with the delivery of affordable housing	

**Summary of Sustainability Appraisal for Option 3**

This option provides a high level of development at a new settlement/strategic allocation in the plan area, with substantially lower levels of new development at Winchester Town and the existing strategic allocations in the South Hampshire Urban Areas. There is potential for the delivery of new services and facilities as well as job opportunities to ensure that any strategic allocation achieves a degree of self-containment. This will help to reduce the need for new residents to travel and support social cohesion in the area. The delivery of a new settlement/strategic allocation could also provide a high level of new affordable homes considering the large scale of development to be delivered.

However, the planning and infrastructure requirements for the new settlement/strategic allocation may mean that build out rates may be slower through this option. Furthermore, it is likely that residents will need to travel longer distances to larger settlements to access some services and facilities within this Local Plan period. New development may continue the established trend of commuting by car unless it is well-related to an employment centre and sustainable transport opportunities are integrated into it from occupation of the first home.



This option would be less supportive of the viability of the existing town centres in the plan area and addressing the existing higher levels of deprivation identified within the central parts of Winchester Town.

The delivery of a high level of development at one location could allow for the incorporation of coordinated large scale green infrastructure which could have benefits in terms of biodiversity, climate change adaptation and landscape character. This option would also limit the amount of development which is to be delivered at locations which could adversely affect the setting of the National Park. However, the requirement through this option for a large amount of greenfield land to come forward at a relatively undisturbed location could have adverse impacts in relation to landscape character as well as biodiversity, climate change adaptation and flood risk.

#### **Option 4: To disperse development around the district largely in proportion to the size of the existing settlements**

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All of the above options seek to concentrate development in particular ways, either in the larger / intermediate settlements, or by new strategic allocations. An alternative approach would be to disperse development to a wider range of settlements, roughly in proportion to where people currently live. This may enable residents to remain in an area where they have existing networks of family, work or activity. It could be argued that this would enable people to avoid long journeys and to use walking and cycling as/more easily than focussing development in the largest settlements.

Therefore, this option promotes a more dispersed form of development, while still taking account of the size of settlements and the facilities they have available. It would generally seek to distribute development in proportion to the existing size of settlements (reflecting the percentage of the district population the settlements currently contain) although, like the other options, this may need to be modified to take account of the scale of existing commitments. Housing targets would be set for possibly an additional 3-6 villages that do not have them in the current Local Plan, in accordance with a settlement hierarchy based on sustainability credentials. This would aim to get a wider spread of development, focussing on locations where new development could help provide new or improved public transport provision and local facilities. The resulting housing requirements for each spatial area being:



Spatial Area	Current Local Plan Provision 2011-2031*	Housing Required Under This Option 2018 - 2038	Current Housing Commitments 2018-2038**	Additional housing required
<b>Winchester Town</b>	4,000	<b>4,500</b>	3,271	1,229
<b>South Hampshire Urban Areas:</b>	6,000	<b>5,500</b>	5,434	66
<b>Market Towns &amp; Rural Area:</b>	2,500	<b>4,000</b>	2,603	1,397
<b>Winchester District</b>	12,500 (625 p.a.)	<b>14,000 (700 pa)</b>	11,308	2, 692

\* Local Plan Part 1

\*\* Includes dwellings completed since April 2018, with planning permission or allocated in the Local Plan Parts 1 and 2. Does not include SHELAA sites or windfall allowance.

### **Winchester Town**

Winchester is by far the largest settlement in the district and the requirement under this option reflects its size and the existence of substantial commitments at Kings Barton (Barton Farm) and other locations. Additional development is likely to be needed, even allowing for windfall development inside the built up area of the town. The future of Sir John Moore Barracks will need to be considered, as it is due to be vacated by the Army, and this may have some potential for housing.

Winchester would maintain and strengthen its role as a centre for employment, administration and shopping. The land allocated in the town centre for employment, housing, leisure and retail uses is likely to be adequate to meet the need for 'town centre uses', with a possible need for further office provision.

The Local Plan will assess the need for other facilities and services ('infrastructure') in Winchester and seek to tie this to new development. It may also need to address the future of other areas of land that may be vacated or specific issues such as student accommodation, but these are not strategic issues and may apply whichever development strategy is selected.

### **South Hampshire Urban Areas**

Under this option for the South Hampshire Urban Areas the two strategic allocations at West of Waterlooville and North Whiteley would be retained. These are now both under construction and will be completed during the new Local Plan period. These areas also include provision for employment, infrastructure and community facilities, including new schools.

As newly-planned communities, these areas have a modest existing population and limited potential for windfall development and intensification, so under this option their housing target generally reflects existing commitments. In both areas substantial expansion could breach important constraints or be remote from the respective settlements' centres.

The substantial areas of land allocated for employment would be retained to serve the planned housing, with some of this now being developed. The evidence suggests that the available land may be more than is needed to serve the needs of businesses in Winchester District but that it may be needed for the wider South Hampshire area. PFSH is undertaking an assessment of employment needs, so these allocations should be maintained at least until the results are available. New employment sites in sustainable locations are difficult to find so existing sites cannot be easily replaced and should be retained unless it is clear they will not be needed.

Both West of Waterlooville and Whiteley include the necessary services and infrastructure to serve them.

### **Market Towns & Rural Area**

The existing Local Plan (Part 1) set a target of 2,500 dwellings for the larger towns and villages in the rural area, which covers the rural part of the district, including the South Downs National Park. No housing target was set for the National Park or smaller villages, although there are some housing commitments in the rural area and the National Park Authority has produced its own Local Plan allowing for modest development. Under this option the existing targets for the larger rural settlements are increased slightly to allow for some modest further development and new targets are set for some additional 'intermediate' settlements. Some of the settlements have high levels of existing commitments and there is scope for at least some modest infilling and windfall development in the rural settlements, including the smaller settlements which do not have a specific target. There will be a need for allocations in some larger settlements where there are insufficient commitments or windfall potential, in order to meet the targets.

An updated Settlement Hierarchy will be published as part of the evidence base and will be used to identify between 3 and 6 'intermediate' settlements which are the most sustainable locations for development, to inform the development of this option. The additional 'intermediate' settlements would be selected according to their scope to support new or improved public transport along key routes, as well as taking account of the Settlement Hierarchy, which prioritises settlements with relatively good facilities and larger populations. Individual targets for these settlements would be developed taking account of existing commitments and information from the SHELAA on the availability of suitable and deliverable sites.



Small employment sites were allocated in the largest market towns of Bishops Waltham and New Alresford to balance the additional housing and these would be retained. Where additional housing allocations are needed, the aim will be to provide further employment land too, so as to boost the employment and service role of these settlements. Some local infrastructure improvements were planned, such as extending local schools, and these will be reviewed and new proposals for infrastructure made, with a view to improving local services in the area.

**Option 4 - Disperse development in proportion to the size of the existing settlements**

Advantages	Disadvantages
Addresses climate change by promoting services locally to help reduce travel and provide growth where it could potentially share new or enhanced infrastructure / public transport.	May increase travel for work and facilities which are not available locally
Strengthens local centres and can be tailored to the needs of specific areas	May be limited scope to achieve infrastructure, if development is small-scale
Broadly maintains existing development pattern and meets needs locally	No new focus for major development if needed post-2038.

**Summary of Sustainability Appraisal for Option 3**

This option would result in a wider distribution of development than the other growth options, with larger amounts of development focused towards the rural settlements. However, Winchester Town would still accommodate a high amount of growth through this option. This option would mean a high proportion of residents would have to travel longer distances to access services and facilities and jobs, with associated issues for air quality. While the rural element of growth could prevent the stagnation of rural services and go some way to addressing rural deprivation, the wide distribution of development between rural settlements would be less likely to support substantial new service provision at the rural settlements.



This option may help to address housing affordability in Winchester Town, however, it would be less likely to support substantial new affordable housing provision in the rural areas, considering the distribution of development at a higher number of small-scale sites. This option is considered least likely to support widespread re-use of brownfield land and a number of the smaller settlements may lie in close proximity to biodiversity sites with potential for habitat loss and/or disturbance. The high level of greenfield land take in relation to existing levels of development at smaller settlements could have impacts in terms of flood risk and the existing landscape character at those locations. Cumulative impacts on the setting of the National Park may result through this option, not only from new homes within the National Park, but also the relatively high level of development to be provided at Winchester Town which borders the Park.

### **Assessing the alternative options**

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The sections above summarise the key elements of the 4 options. In considering the merits of the options it is the overall development strategy which is important, rather than the exact housing numbers or potential sites, particularly in terms of how an option meets the needs for development in a sustainable ‘place-making’ way, and the Council’s climate change agenda. All the options provide for a consistent housing number, although there remains uncertainty over the final requirement. There may, therefore, need to be adjustments to any selected option, or it may be that another option is suggested which should be considered, or perhaps a hybrid.

All the options take account of the high level of housing commitments that exist as it is not realistic to plan for an option that ‘starts again’. The commitments are made up of three elements:

- completions since April 2018 (which cannot be ‘un-built’);
- planning consents (which cannot realistically be revoked and may already have been commenced); and
- allocations in a statutory Local Plan (which have been found to be sustainable and are expected to be relied on).

The key aspects of each option are, therefore, around how to deal with the additional development that needs to be provided and the alternative strategies for doing this.

What are the main differences between the alternative strategy approaches?

The main differences between the options relate to the scale of housing that would be required in the various spatial areas, but the descriptions of the options above also outline the suggested approach to employment, retail and infrastructure development. Whichever option is selected it will be important to meet the Sustainable Development Objectives for the Local Plan and address the key issues for various topics, such as meeting the need for all types of housing, particularly affordable housing, providing green infrastructure and avoiding or mitigating the harmful effects of development.



The following table summarises the various approaches in terms of the scale of housing proposed in the district and its various spatial sub-areas:

<b>Spatial Area</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>	<b>Option 4</b>
	<b>Existing Local Plan hierarchy of settlements</b>	<b>To focus development on Winchester itself &amp; other larger and more sustainable settlements</b>	<b>Strategic allocation or new settlement</b>	<b>Disperse development in proportion to settlement size</b>
<b>Winchester Town</b>	<b>4,500</b>	<b>5,000</b>	<b>4,000</b>	<b>4,500</b>
<b>South Hampshire Urban Areas:</b>	<b>6,700</b>	<b>6,250</b>	<b>5,600</b>	<b>5,500</b>
<b>Market Towns &amp; Rural Area:</b>	<b>2,800</b>	<b>2,750</b>	<b>2,700</b>	<b>4,000</b>
<b>Strategic Allocation</b>	<b>-</b>	<b>-</b>	<b>1,700</b>	<b>-</b>
<b>Winchester District</b>	<b>14,000 (625 p.a.)</b>	<b>14,000 (700 pa)</b>	<b>14,000 (700 p.a.)</b>	<b>14,000 (700 p.a.)</b>



**CONSULTATION QUESTION:**

# HOMES FOR ALL



**1. 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

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



**CONSULTATION QUESTION:**

# HOMES FOR ALL



**2. We must try to meet all housing needs but, if this is not viable, which needs are the most pressing? Please score in order (1 being the most important and 4 the least)**

- Affordable rented housing (at least 20% below market rents)
- Starter homes (shared ownership, equity loans, low cost homes for sale)
- Discounted market sales (sold at least 20% below market values)
- Other affordable home ownership (see Glossary for definitions)
- Housing for young people
- Older people's accommodation

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



**CONSULTATION QUESTION:**

# HOMES FOR ALL



**3. Do you agree or disagree with the following statements?**

**“Policies on student housing and houses in multiple ownership in Winchester need to...**

**...make more provision for students in terms of purpose built accommodation”**

(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)

**...control new student accommodation more within existing residential neighbourhoods in Winchester?”**

(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)

**4. Where specialised types of housing (such as for self-build, the elderly, or travellers) are required, should these be provided on...**

**separate sites;**

(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)

**or as part of larger housing allocation sites?**

(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)

## **ISSUE 5: CREATING A VIBRANT ECONOMY**



### **KEY ISSUES:**

**How can the Local Plan best retain and enhance the vitality and viability of town centres against a background of threats to high street retailing, pressure for out-of-town shopping, the decline in office jobs in town centres and changes to commuter patterns.**

**The COVID 19 pandemic has affected the economy but the full impacts on our retail and employment sector will not be known for some time to come.**

**The Local Plan will need to consider the impact of the recent Government changes to the planning restrictions that will make it easier to switch between shops, offices, and retail/ food and drink use, and from some business uses to residential use.**

**The Local Plan needs to be sufficiently flexible in order to be able to take advantage of the opportunities for a restructuring in our retail and employments sectors and the role of the internet.**

**The needs of the rural economy need to be fully considered whilst balancing harm to the environment and moving towards a more low carbon and green economy.**

**The need to consider the role of the Local Plan in identifying 'creative enterprise zones' that would actively encourage artists and entrepreneurs to affordable incubator accommodation.**

## **What are the Issues/ what is the Evidence Telling Us?**

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The Local Plan Review enables the Council to consider whether a continuation of the current employment and retail strategies in the existing Local Plan are appropriate or if they need updating. In order to assist with this decision making process, the Council commissioned a number of studies to support the development of the Local Plan (these were commissioned prior to the outbreak of the Covid-19 pandemic):

- Employment Land Review (ELR) [Stantec April 2020]
- Retail, Leisure and Town Centre Uses Study (RLTCU) [Lambert Smith Hampton June 2020]

<https://www.winchester.gov.uk/planning-policy/winchester-district-local-plan-2018-2038-emerging/local-plan-2038-evidence-base>

Whilst the above evidence base provided forecasts and projections on future need their findings need to be considered with a degree of caution due to the unforeseen impacts of COVID-19 which is discussed below.

### **Impacts of COVID-19**

It is still far too early to say with any degree of certainty what will be the impacts of COVID-19 on our national and local economy and the implications for the new Local Plan. There has been various estimates about the economic impact of COVID-19 and the number of jobs that will be lost although unfortunately, this appears to be changing on an almost daily basis. There has been a dramatic increase in online shopping, and companies have had to fast track their digital transformation in order to adapt and survive combined with a sharp decline in office jobs that significantly boost the footfall in town centres. As a result of this, high streets around the country may need to be less dependent on traditional retail shops and town centre offices in order to thrive and therefore the Local Plan will need to include policies to manage this change to protect town centres whilst allowing new uses to be introduced.

### **Working from Home and Working 'Near' Home**

Coming out of the pandemic there could well be greater demand for 'working near home' rather than 'working from home' on a full time basis which in turn has a number of positive advantages from a climate change perspective but it also has a direct impact on the footfall in town centres. One way to tackle this could be in the form of creating or enabling office hubs in the vacant high street retail units in the high street which would help to retain the footfall in town centres. Rural facilities or pubs could offer work hubs in rural communities. Planning will need to be flexible and there could be 'Hub and Spoke' – businesses taking up these spaces to create a hub where staff could come together to collaborate periodically. In order to support this there could be a greater opportunity for the return to 'internet cafes' where it would be possible to book half a day in a high street office space to work, have lunch and interact with other people around.

A key question is whether the new Local Plan can be used in a way to increase pedestrian footfall and allow empty retail units to be used in a more diverse way and how we can respond in a positive way to changes in technology. If our shopping areas are visited regularly and they offer something new they could attract more return visits.

The Local Plan could for example, be more supportive of encouraging the conversion of empty spaces above shops to flats or start up offices, arts or creative uses and resisting out of town retail stores. These types of approaches would add to the vibrancy with more people spending more money locally which assists with the Council's climate change agenda and makes more efficient use of space in town centres and creates a more vibrant economy.

One of the main ways that potentially the Local Plan might be to assist with the development of a low carbon economy is by supporting more localised economies. As the Local Plan moves through the Plan-making process, it will be important that the Local Plan takes in account any new guidance from the Government on economic and retail policies and the design and layout of buildings that are visited by the general public. Further advice could be included on social distancing and the impact of potentially more people working permanently or more frequently at home, less commuting and the impact that this might have on different employment and retail projections.

In recognition that the creative industry is a growing workforce one of the recommendations from the Winchester 2030 vision is to identify 'creative enterprise zones'. The Local Plan making process could have a key role in making this happen by identifying places or hubs where local artists and entrepreneurs could be brought together in affordable incubator accommodation in both the rural and urban area.

It is extremely important to recognise that the new Local Plan is looking forward to 2038 over which period there will be peaks and troughs in the national economy. In view of the above, it is fully acknowledged that above studies may need to be updated as the Local Plan moves through the Plan-making stages.

### **Green Economic Development Strategy**

A specialist external consultancy is being appointed to develop a new ten year Green Economic Strategy that identifies Winchester District's existing key strengths, future challenges, and the opportunity to shift to a greener, inclusive and more technologically driven, creative economy and the need to rebuild and re-imagine post COVID.

The Council needs a strategy that ensures growth and opportunity is shared by all, reducing inequalities and supporting sustainable communities. It needs to understand how to transform the economy to a much greener, much more technologically driven, creative economy, where our existing businesses can grow sustainably; new businesses can be created and thrive, and there are high quality job opportunities for all demographics across the district. The outcomes from this Strategy will feed into and help to inform the new Local Plan.

**CONSULTATION QUESTION:**

# VIBRANT ECONOMY



**1. What types of economic development do we need to consider?** Please add industries and professions that should be supported throughout the district

**2. Do you agree or disagree with the following statements?**

**“The town centre policies should be flexible in order to reflect changes that are taking place to the retail and leisure sector, people’s shopping habits and the decline in the number of office based jobs that are located in town centres”**

(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)

**“The Local Plan should be more encouraging and supportive of the use of vacant upper floors in town centres above shops for other uses?”**

(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)

If you agree what uses would be acceptable?

**3. Should the rural employment policies in the Local Plan be:**

**less restrictive allowing for a wider range of employment options in the rural areas and provide a wider range of uses; and**

**how does this fit with moving towards carbon neutrality?**

**4. How can the Local Plan support home working and move towards a green economy?**



## **ISSUE 6: PROMOTING SUSTAINABLE TRANSPORT AND ACTIVE TRAVEL**



### **KEY ISSUES:**

The objectives of the City of Winchester Movement Strategy <https://www.hants.gov.uk/aboutthecouncil/haveyoursay/consultations/winchestermovementstrategy> Air Quality Action Plan and the Carbon Neutrality Plan will only be met if alternative means of active travel (walking, cycling etc) and sustainable public transport (buses and trains) are prioritised.

Move away from use of private cars and create low traffic neighbourhoods.

In order to reduce the reliance on the private motor car, the Local Plan needs to promote the concept of 15 minute cities (this is addressed in the Living Well section), with both cycling and walking infrastructure that promotes active travel and access to public transport buses and trains to connect together neighbourhoods, facilities and services.

Walking and cycling are really important for our physical health and wellbeing and the Local Plan can play a key role in increasing the accessibility of facilities and services within 15 minutes of home which would work in parts but not all of the district, thereby reducing the need to travel further.

Development should be in close proximity to public transport hubs and focus on streets for people that are more attractive, comfortable and are accessible to everyone.

Developments should only be planned if it is possible to link directly to public transport bus routes or train stations or active travel routes which is going to become increasingly important with the growth in cycling, walking and e-bikes.

Sustainable transport options (buses, trains or active travel) are not available consistently across the district, particularly in rural areas where public transport may be limited and the distances needed to be travelled make walking or cycling less attractive.



## **ISSUE 6: PROMOTING SUSTAINABLE TRANSPORT AND ACTIVE TRAVEL**



### **KEY ISSUES:**

The existing road network and certain junctions within the district are operating at or near capacity resulting in traffic congestion.

Increasing the capacity of the road network is likely to lead to more cars using the roads with associated negative impacts on air quality and health and increased carbon footprint which is why it is important to connect together neighbourhoods to provide an alternative to the private motor car.

The public car parks in Winchester occupy space that could be developed for other uses (such as housing, start-up work spaces or open space) and increased traffic in the centre is adversely impacting on air quality and health.

Existing car parking standards encourage and allow for reliance on private car use and need to address changes such as the increase in cycling and the future growth of e-bikes.

Opportunities for low carbon modes of transport should be prioritised with electric vehicle charging points available.

Working from home and reducing the need to travel will require high speed broadband and excellent mobile telephone connectivity to be readily available.

The need to match jobs to resident workforce where possible, in order to reduce commuting to work.

The existing Park and Ride facilities are operating close to or at capacity prior to COVID-19

Park and Ride facilities are only available for users of Winchester Town.



### **What are the Issues/ what is the Evidence Telling Us?**

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In order to reduce social inequalities, and the ability for everyone to access destinations including work, leisure visiting family and friends and shopping and to meet the City Council's climate change agenda, the Local Plan can play a key role in making places less reliant on the private motor car.

The Council commissioned Stage 1 of a Transport Assessment which identified opportunities to encourage a shift to more sustainable transport usage. The Council also has a Walking Strategy for Winchester which promotes walking as a prime mode of transport.

The existing Local Plan has already set in motion the move towards sustainable development. However, as result of the climate emergency and the recognition that transport is one of the highest emissions of carbon, the Local Plan will need to look at new ways to tackle this pressing issue.

Coming out of the pandemic, it will be important that the Local Plan addresses the new opportunities and trends that have been created such as more people working regularly at home and the positive impact of this on for example, air quality and the growth of cycling and walking along with the potential future growth in e-bikes. The Local Plan has a key role to play in ensuring that we have a connected and joined up strategy that offers people a viable alternative to the private motor car. Conversely the pandemic and the subsequent lockdowns has resulted in less people using public transport (buses and trains) and it is not clear how quickly people will return to using public transport.



**CONSULTATION QUESTION:**

# **SUSTAINABLE TRANSPORT AND ACTIVE TRAVEL**



**1. Are the current Local Plan policies for promotion of sustainable and active forms of transport ambitious enough?**

**2. Do you agree or disagree with the following statements?**

**“Development should be concentrated in locations which already have cycling, walking and public transport opportunities”**

(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)

**Provision should be made for additional Park and Ride facilities in the district”**

(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)

If you agree, where would you like to see additional Park and Ride facilities in the district?

**“Neighbourhoods that are accessible to services and facilities within 15 minutes (using sustainable modes of transport such as buses, walking or cycling) should be created”**

(Strongly agree/ agree/ neither agree nor disagree/ disagree/ strongly disagree)



## ISSUE 7: LIVING WELL



### KEY ISSUES:

We should only be planning healthy environments which have good air quality.

The current Open Space Standards are being reviewed as the Covid-19 pandemic has reminded us of the value of open space as a community resource.

Open space can provide space for a variety of uses: physical exercise or for quiet contemplation to improve our mental health and wellbeing, space for play and for social interaction outdoors. They form an important part of neighbourhoods and communities.

The Local Plan has a role in protecting existing open space and planning for a range of uses of open space in new developments.

We need to plan for an ageing population, to ensure our places are accessible to all and people living in our community have access to the services and facilities they need and opportunities to maintain their health and wellbeing, and reduce social isolation.

The Local Plan needs to create and support communities where people can undertake journeys, by foot or cycle, to local shops and community facilities within 15 minutes of their home.

Opportunities should be explored to promote local food production to provide healthy food, reduce carbon emissions associated with transport of produce, and opportunities for community interaction and reduce social isolation.

Homes should be large enough for everyone of working age to work from home if required by their employer.

## What are the Issues/ what is the Evidence Telling Us?

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One of the core planning principles of the NPPF is to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs. Section 8 of the NPPF deals specifically with the topic of healthy communities.

### **Fifteen minute city**

The Winchester Town Forum, in developing the Winchester 2030 Vision, has identified the idea of the 'fifteen minute city' as a model for future urban development. As noted in [Handbook 3 of the Vision](#) they have produced, the basic premise of the fifteen minute city is that everyone should have access to essential services within a fifteen minute walk or bike ride from their front door. In this context, essential services could include shops, medical facilities, open space and leisure destinations, as well as places to meet up and socialise. The Local Plan could have a key role in delivering 15 minute neighbourhoods which would work in part but not all of the district. Policies can influence the location of new housing, local businesses and spaces for start-up businesses or diversification of existing businesses. Following the pandemic we may see that long term there is a more permanent move towards home-working, or working 'near home' rather than 'at home'. This may create a market for local work spaces and for local cafes or restaurants. The 15 minute neighbourhood concept, as a policy tool, could shift the scale of cities to a more local focus.

### **Air Quality**

Air quality is an issue of concern for all of us, but poor air quality particularly affects the vulnerable people such as the elderly, children and those with lung or heart conditions. As most air pollutants are invisible, sometimes the long term effects are not appreciated. Alongside this Local Plan consultation the Council is consulting on an [Air Quality Supplementary Planning Document](#)

### **Open Space, Sport and Recreation**

Access to open space provides many benefits – both mental and physical. Open spaces can provide space for sport and physical exercise. They can provide a location for social engagement and connection, or to sit and watch others so as to reduce feelings of social isolation. Open Spaces can provide opportunities for children to play which is important for their physical, mental and social development. Parks can provide opportunities to 'reconnect with nature', and to find a place for quiet contemplation. Alongside the need to ensure provision of new areas of open space, it is important to improve the safety and attractiveness of existing quality open spaces and access to these areas.



The Covid-19 pandemic, and periods of national lockdown in 2020 have highlighted to us all, the importance of access to open space, and the potential for inequality to arise due to disparate levels of access to private gardens versus reliance on public open spaces. In 2018 the Council prepared its Playing Pitch Strategy and Action Plan which assesses the need for future playing pitches. The assessment report identifies that whilst strategic development locations identified in the current local plan will meet some of the demand for pitches going forward there is still a need to protect all existing outdoor sports facilities, or to deliver an equal or better quantity and quality of provision to offset any loss of provision prior to the loss taking place. The report identified a need to explore the feasibility of future provision for some pitch types within future strategic sites to meet demand.

**CONSULTATION QUESTION:**

## **LIVING WELL**



- 1. Do you think current Local Plan and national policies around the provision of open space are adequate for protecting health and well-being and reducing inequality?**
- 2. Do you have any suggestions for how we can plan positively to create multi-generational neighbourhoods and communities where social isolation is reduced and opportunities for independent mobility are promoted?**



## **ISSUE 8: LOW CARBON INFRASTRUCTURE AND LOCAL PLAN VIABILITY**



### **KEY ISSUES:**

Infrastructure has both a direct impact on the environment through its footprint, and indirectly through people's use of it e.g. use of roads for vehicles leading to air pollution.

Reducing the carbon footprint of the Local Plan but ensuring that new development is directed towards areas where it is fully integrated with existing infrastructure and services.

When new infrastructure is required, setting out how the Local Plan will support proposals for low carbon energy infrastructure will assist the Council and the public as they move towards the target of carbon neutrality.

Ensuring that when infrastructure is needed, the timing and the delivery of infrastructure is aligned with the development allocated by the Local Plan.

The Local Plan needs to be clear how it can achieve low carbon energy infrastructure but also how it can support the dramatic change in the way that we will all move around in the future.

The Government requires councils to work closely with a range of infrastructure and service providers as part of the development of the Local Plan and is currently required to prepare an Infrastructure Delivery Plan (IDP).

Under the current system the IDP provides a comprehensive understanding of the existing infrastructure and any new infrastructure that will be required to support the proposals that are included in the new Local Plan.

The Government proposed changes to the planning system would see the introduction of an Infrastructure Levy that would replace the Community Infrastructure Levy and s106 Agreements.

A key part of the Local Plan is that the cost of the supporting infrastructure, including any policies that would support the Council's move towards carbon neutrality, are deliverable and how this can be funded needs to be tested through a Local Plan Viability Assessment



## What are the Issues/ what is the Evidence Telling Us?

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### Types of Infrastructure

Infrastructure is commonly split into three main categories, defined as:

- **Physical:** the broad collection of systems and facilities that house and transport people and goods, and provide services e.g. transportation networks, energy supplies, water, drainage and waste provision, ICT networks and public realm.
- **Green and Historic:** the physical environment that forms part of the character and setting of our towns and villages. A network of multi-functional open spaces, including formal parks, gardens, woodland, green corridors, waterways, street trees and open countryside. It also includes built heritage assets which form part of the physical environment.
- **Social & Community:** the range of activities, organisations and facilities supporting the formation, development and maintenance of social relationships in a community. It can include the provision of community facilities (education, healthcare, community centres, sports & leisure facilities) as detailed in Community Infrastructure Levy (CIL) regulations. In its broadest sense infrastructure can also include small scale funding to assist local projects, skills development and volunteering.

### Infrastructure Delivery Plans

The Council is already working with a range of infrastructure and service providers to deliver the sites that have been allocated for development in the current Local Plan. The Joint Core Strategy, Part 1 (Appendix E) includes an infrastructure delivery summary which identifies what type of infrastructure is required, the phasing, and the delivery mechanisms for key pieces of infrastructure that were required to deliver the Core Strategy. For some types of infrastructure, such as open space there is already a specific requirement in a policy in the Local Plan which would need to be reviewed as part of the Local Plan making process.

As part of the preparation of the Local Plan the Council is currently required to prepare a new Infrastructure Delivery Plan (IDP). The IDP needs to identify:

- Infrastructure needs and any infrastructure already committed;
- Costs;
- Responsibilities for delivery;
- Funding sources, identifying where developer contributions will be required in the form of CIL;
- Indicative funding gaps and the potential nature of developer contributions; and
- Timescales.



The production of the IDP will help ensure that the additional infrastructure and services needed are identified and delivered in a timely, co-ordinated and sustainable way. Planning for infrastructure is an iterative process, and the Local Plan will need to be flexible as infrastructure and technology is constantly evolving.

**Promoting Low Carbon Energy and Infrastructure**

We need to make sure that when we are considering the location of any new development we fully consider the impact that the necessary infrastructure will have on our natural environment. One of the ways that we can achieve this is to start thinking about infrastructure in a different way, as part of the solution for the new Local Plan lies in planning for low carbon energy infrastructure.

**Possible Approaches in the new Local Plan**

<p><b>Support proposals for renewable energy and low carbon energy infrastructure</b></p>	<p>Policy CP12 in the adopted CS already encourages renewable and decentralised energy and this could be developed to support a much wider range of low carbon energy infrastructures that are now available such as biomass, solar, heat pumps, Combined Heat and Power etc.</p>
<p><b>Support proposals for domestic battery storage facilities to be built in tandem with low carbon energy infrastructure</b></p>	<p>Over the Local Plan period, there will be a dramatic shift in the way that people travel. The next decade is going to be defined by a revolution in battery powered transportation. In recognition that there will be a steady and an increasing demand for electric cars and e-bikes, it will be important that the Local Plan considers the role of domestic energy storage facilities. A domestic energy storage facility can store any excess power that is generated from low carbon energy sources so it can be used to power a range of transportation measures and to store power for domestic energy consumption or e-bikes rather than transferring this back to the grid.</p> <p>The Local Plan could have a policy that requires domestic battery storage facilities to be built in tandem with low carbon energy infrastructure on residential and employment development which would allow any surplus energy to be used in the home, workplace, or to charge electric cars and/or e-bikes.</p>



<p>Boost renewable energy generation rates in the district - <b>Call for renewable energy sites</b></p>	<p>Given the importance of renewable energy, in terms of helping the district to become net zero carbon, as part of the Local Plan process the Council is as part of this consultation exercise conducting a Call for Sites inviting landowners and / or their agents / developers / community groups to submit land for potential large scale renewable and low carbon energy projects alongside our call for sites for brownfield land and land for housing and economic purposes. These sites could then be assessed to determine whether or not they were suitable for renewable energy generation.</p>
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**Cross boundary infrastructure issues**

Throughout the preparation of the Local Plan the Council needs to actively engage on an ongoing basis with neighbouring local authorities on cross boundary issues. Notwithstanding the proposed changes to the planning system this is particularly important given that all of our neighbouring authorities are at different stages in the plan-making process. In order to ensure that this happens the Council currently enters into Statements of Common Ground that will clearly identify and agree any cross boundary infrastructure issues.

**Whole Local Plan Viability**

The Local Plan currently needs to clearly set out the contributions expected from development including for example, any requirements on low carbon technology and any of the options that have been identified in this document. This will include setting out the levels and types of affordable housing provision required, along with any other infrastructure. It is important that these requirements do not undermine the deliverability of the Local Plan. For sites allocated in the Local Plan, this means it must be demonstrated that the cumulative cost of all policy requirements (i.e. affordable housing, climate change issues, infrastructure contributions, CIL, etc.) are not such that it would be unviable to develop that site. This is done by way of a whole Local Plan viability study.

**Proposed changes included in the White Paper**

The Government’s White Paper proposes that the current methods of securing developer contributions towards the delivery of infrastructure, through the Community Infrastructure Levy and s106 obligations, would be replaced by a new nationally-set Infrastructure Levy. Payments under the Levy would be made to planning authorities and would also replace contributions for affordable housing. According to the Government this would achieve a greater level of contributions and affordable housing provision, although this will depend on the levels set for the Levy, which will also need to maintain development viability.



**CONSULTATION QUESTION:**



# **LOW CARBON INFRASTRUCTURE AND LOCAL PLAN VIABILITY**

- 1. Are there any the key infrastructure issues that we need to be aware of?**
- 2. Are there any other options available to the Council to address low carbon energy or other infrastructure?**

# ISSUE 9: ENSURING DELIVERY AND SUCCESS OF THE LOCAL PLAN

## KEY ISSUES:

**It is important that we monitor our Local Plan in order to be able to identify whether the Local Plan is working efficiently and to be able to make a decision as to how we need to review the Local Plan (Plans must currently be reviewed every 5 years)**

**The Local Plan is a key tool in helping to move the Council towards carbon neutrality but what indicators and monitoring framework do we need to put in place in the Local Plan in order to be able to demonstrate this?**

## What are the Issues/ what is the Evidence Telling Us?

It is important that the Local Plan is able to show that we will deliver the amount of development needed over the Local Plan period. It is essential that we consider the role of monitoring in tandem with the development of the new Local Plan as it is a key tool in helping to move the Council towards carbon neutrality. In order to achieve this we need to be able to accurately report on what type of development has been granted planning permission and whether we are on track to meet the Council's zero carbon targets.

One of the ways we are able to demonstrate this is to undertake regular monitoring which can be used to establish both what has happened in the past until the present time and what may happen in the future. It provides crucial feedback into the process of policy-making and helps to address questions like:

- a) Are policies achieving their objectives and delivering sustainable development?
- b) Have policies had unintended consequences and to what extent?
- c) Is there any justification for policy diversion from intended objective(s)?
- d) Are the assumptions behind the policies still relevant?
- e) Are targets being achieved?
- f) Does the Local Plan or some policies within it need reviewing?
- g) What is the progress on the preparation of development documents in the Local Plan?
- h) What activities are in place relating to the duty to cooperate?
- i) What value has been added to development by for example contributions from Community Infrastructure Levy, Section 106 planning obligations, and New Homes Bonus Payments?
- j) What is the progress on the implementation of any neighbourhood plans?



In addition, monitoring provides for the initiation of new development or other actions on the basis of agreed trigger points. By monitoring policies this enables the Council to identify whether or not a policy is working and whether there is need to undertake a Local Plan review.

**CONSULTATION QUESTION:**

# ENSURING DELIVERY AND SUCCESS OF THE LOCAL PLAN



- 1. Do you have any suggestions or any good examples of a successful monitoring framework?**
- 2. Would you like to suggest any indicators we could use in the Local Plan to help us monitor whether we are on track to achieve net zero carbon in the district by 2030?**

## **What do you think and how can you comment on this Document?**

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We really do hope that you will want to part of our Local Plan journey and you are able to give some of your valuable time to be to respond to this consultation.

This document provides a series of issues and questions that we are seeking your views on. Questions are spread out throughout the document and are identified in boxes. Consultation will take place between **15th February 2021** until midnight on the **12th April 2021** and we strongly encourage you to respond electronically, however, you can submit comments in the following ways:

Online website [www.localplan.winchester.gov.uk](http://www.localplan.winchester.gov.uk)

By email: [Planningpolicy@Winchester.gov.uk](mailto:Planningpolicy@Winchester.gov.uk)

By post: Strategic Planning Team, Winchester City Council, City Offices, Colebrook Street, Winchester, SO23 9LJ

Following the close of the consultation any comments that are submitted will be taken into account and will help us produce a local plan under the current regulations or a new style local plan.

Please make sure that any comments reach the Council by midnight on the 12th April 2021.



## Privacy Notice

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Any personal information that you supply to Winchester City Council will only be used for the purposes of the work required to prepare a Local Plan under the Planning Acts. We need to collect this information in order to maintain accurate records to ensure that you can be properly involved in the preparation of the Local Plan. This will include general updates on the progress on the Local Plan, sending updates/surveys/newsletters, inviting comments on the Local Plan as it moves through its statutory stages and being notified of the date of the Local Plan Examination and be invited by the Inspector to speak at the Local Plan Examination. Any comments that are received in connection with the Local Plan will be published but they will only display the person/organisation name and postcode beside them. Any information that is received, including contact details, will only be kept until the Local Plan is adopted.

As part of our statutory functions we will share data with the Planning Inspectorate who will hold the Public Examination on behalf of the Ministry of Housing, Communities and Local Government. You have the right to see what information is held about you, to have inaccurate information corrected, to have information removed from our system unless we are required by law or a statutory purpose to keep it and the right to complain to our Data Protection Officer if you feel that your data has not been handled in accordance with the law.

Further information about how Winchester City Council uses personal information can be found on our website:

<https://www.winchester.gov.uk/about/data-protection-privacy>

## APPENDIX 1: LOCAL PLAN EVIDENCE BASE

Topics & Title	Authors	Completed (published?)	Link to document
Council Plan 2020-2025	WCC	January 2020	<a href="#">Click to view</a>
<b>Carbon Neutrality</b>			
Carbon Neutrality Action Plan 2020-2030	WCC	December 2019	<a href="#">Click to view</a>
Integrated Impact Assessment	Land Use Consultants	SA of Strategic Issues & Priorities document published for consultation	<a href="#">Click to view</a>
<b>Biodiversity and the natural environment</b>			
Green Infrastructure Framework and Action Plan	Land Use Consultants	Land Use Consultants commissioned and work is currently underway	
Playing Pitch Strategy and Action Plan	Knight, Kavanagh & Page Ltd	April 2018	<a href="#">Click to view</a>
Update Playing Open Space Standards	WCC	Due to be completed Autumn 2020	<a href="#">Click to view</a>
<b>Homes for All</b>			
Winchester District Strategic Housing Market Assessment (SHMA)	Iceni Projects	February 2020	
Future Local Housing Need and Population Profile Assessment	Iceni Projects & Cambridge Econometrics	January 2020	<a href="#">Click to view</a>
Gypsy and Traveller Accommodation Needs Assessment (GTAA)	ORS	Commissioned due to be completed late summer 2020	

Topics & Title	Authors	Completed (published?)	Link to document
Strategic Housing and Employment Land Availability Assessment (SHELAA)	WCC	June 2019 (2020 update tbc)	<a href="#">Click to view</a>
Interim Position Statement of Student Accommodation in Winchester	WCC	2018	<a href="#">Click to view</a>
Brownfield Land Register	WCC	December 2019	<a href="#">Click to view</a>
<b>Creating a Vibrant Economy</b>			
Employment Land Study 2020	Stantec/Aspinall Verdia	April 2020	<a href="#">Click to view</a>
Retail & Town Centre Uses Study	Lambert Smith Hanson	Commissioned due to be completed July 2020	<a href="#">Click to view</a>
<b>Promoting sustainable transport</b>			
Local Plan Transport Assessment Stage 1	SYSTRA Ltd	Sept 2020	<a href="#">Click to view</a>
Winchester City Council Movement Strategy	HCC/WCC		<a href="#">Click to view</a>
<b>Monitoring the Delivery and Overall Success of the Local Plan.</b>			
Annual Monitoring Report (AMR)	WCC	December 2019; December 2020	<a href="#">Click to view</a>
Infrastructure Delivery Plan (IDP)	WCC	Not yet started	

## APPENDIX 2: EXISTING POLICIES IN THE DEVELOPMENT PLAN

The development plan consists of Local Plan Parts 1 & 2, the Gypsy, Traveller and Travelling Show People DPD, the Denmead Neighbourhood Plan and the Hampshire Waste and Minerals Plan. The policies in the Waste and Minerals Plan will be updated by Hampshire County Council which is the relevant authority for these matters.

All policies will be reviewed to ensure they are NPPF compliant in terms of wording and emphasis. Any current allocations which have not commenced or have planning permission will be reviewed to check that they are still deliverable in accordance with the NPPF definition.

Consideration has been given as to whether or not the policies are likely to be replaced by national policies or whether justification/evidence should be sought to allow a local plan policy to be retained.

### EXISTING POLICIES IN LOCAL PLAN PART 1:

It is likely that most of the strategic policies in Local Plan Part 1 will be replaced by strategic policies in the NPPF as they are not specific to districts but are general policy aspirations applicable to all. The only real exceptions to this might be the policies in LPP1 which refer to specific allocations.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
DS1 – Development Strategy and Principles	YES	NO	It is likely that the development strategy will be set out in the National Planning Policy Framework and will not be a local policy.
WT1 – Development Strategy for Winchester Town	NO	YES	It is likely that the development strategy will be set out in the NPPF. If it is considered that a local policy for Winchester is needed then it will have to be justified.
WT2 - Strategic Housing Allocation North Winchester	NO	YES	This allocation is commenced but is not complete. This policy should be kept if possible. The scheme does have design codes but the policy covers more issues and will still be needed.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
WT3 – Bushfield Camp Opportunity Site	NO		This allocation will need to be reviewed as part of the plan process to ensure that it is deliverable.
SH1 – Development Strategy for South Hampshire Urban Areas	NO	YES	Development strategy will be updated as necessary. This may be informed by the work currently being undertaken by PfSH.
SH2 – Strategic Housing Allocation West of Waterlooville	NO	YES	This allocation is commenced but is not complete. The policy is still important even though there is a master plan and design codes for the development.
SH3 - Strategic Housing Allocation North Whiteley	NO	YES	This allocation is well advanced but is not complete. The policy is still required.
SH4 – North Fareham SDA	NO	YES	This policy is still needed.
MTRA1 – Development Strategy Market Towns and Rural Areas	YES	NO	It is most likely that the development strategies to cover all areas both urban and rural will be incorporated in the NPPF.
Policy MTRA2 – Market Towns and Larger Villages	YES	NO	As above.
Policy MTRA3 – Other Settlements in the Market Towns and Rural Area	YES	NO	As above but work on the position of settlements in the hierarchy and policies applying should still be completed.
Policy MTRA4 – Development in the Countryside	YES	NO	As above.
Policy MTRA5 – Major Commercial and Educational Establishments in the Countryside	NO		Master planning for larger institutions Commerce and education in the countryside is not specific to Winchester district and it is considered likely that there will be a national policy to cover these developments.
<b>Active Communities</b>			
Policy CP1 – Housing Provision	YES	NO	The housing number will be set by Government and not locally. This policy will not be needed under those circumstances.
Policy CP2 – Housing Provision and Mix		YES	It is likely that local evidence will still be needed to decide how the number of houses that is set by Government should be divided up to meet local need.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy CP3 – Affordable Housing Provision on Market Led Housing Sites	YES	YES	It is likely that the thresholds for affordable housing will be set by the Government and a local policy will not be needed. If it is, what studies have been done to test viability at 20%, 30% 40% of bedrooms, or homes, of people capacity?
Policy CP4 – Affordable Housing on Exception Sites to Meet Local Needs	YES	NO	It is likely that affordable housing in the countryside will become a national policy as it has been consulted on in the changes to the planning system consultation. In which case a local policy will not be easy to justify.
Policy CP5 – Sites for Gypsies, Travellers and Travelling Showpeople	YES	NO	The white paper is silent on G&T but this is likely to be an omission and their needs will form part of the housing number which will be set by the Government. It is not clear at this stage whether it will be possible to have a local policy on how to need for assess gypsy and traveller sites.
Policy CP6 – Local Services and Facilities	YES	NO	It is likely that there will be national policy to cover facilities and services including community assets. If this is not the case then a local policy will be needed.
Policy CP7 – Open Space, Sport and Recreation	NO	YES	It is likely that a local policy will be needed on this as provision and standards will vary across the country. The standards table will be updated if necessary
<b>Prosperous Economy</b>			
Policy CP8 – Economic Growth and Diversification	YES	YES	It is likely that there will be a national policy on economic growth and diversification but protection policies for the district could be important local policies if they can be justified and are not covered in the national policy.
Policy CP9 – Retention of Employment Land and Premises	YES		See above.
Policy CP10 – Transport	YES	NO	It is anticipated that the NPPF will contain the transport policies which are of general relevance and in particular sustainable and active transport policies. Any detailed highways issues relating to local allocations will need to be contained in the relevant design code.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
<b>High Quality Environment</b>			
Policy CP11 – Sustainable Low and Zero Carbon Built Development	YES	NO	The NPPF will most likely contain the standards to which all development will require to be constructed. There may be some scope for trying to justify a local policy which aims for higher levels but historically this approach has not been supported by the Government. The standards will updated in light of climate emergency but currently the Government does not appear to be as ambitious in its targets as many councils. The Council has declared a Climate Emergency and this may need to be reflected in a local policy as not all councils have made such declarations and so will probably not be covered at national level. Will it include embodied carbon of previous building on brownfield sites?
Policy CP12 – Renewable and Decentralised Energy		YES	This policy will need updating as technology has moved on and the policy should refer to the cleanest most sustainable technology. It is anticipated that some local research / evidence will be done to support this aim and that this may be sufficient to justify a local policy should the national one not be specific enough.
Policy CP13 – High Quality Design	YES	NO	The Government is strongly promoting high quality design but largely through the use of the National Model Design Code and Local design codes and so there may not be much scope/ need for a local policy on this. The Council still has its SPD “High Quality Places” which should be reviewed
Policy CP14 – The Effective Use of Land	YES	NO	This is an important policy for securing sustainable development and is most likely to become a national policy.
Policy CP15 – Green Infrastructure	YES	POSSIBLY	This will be influenced by the Environment Bill which is due to gain Royal Assent early 2021. This is likely to be followed by a national policy. There may be scope for a local plan policy however to cover subject matter which is specific to certain locations only such as nitrogen neutrality.
Policy CP16 – Biodiversity	YES	NO	This is more likely to be covered by a national net gain policy resulting from the new Environment Bill.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy CP17 - Flooding, Flood Risk and the Water Environment	YES	NO	This is most likely to be covered by a national policy as the subject matter is generic. There is unlikely to be scope for a local plan policy. Detailed matters such as SuDS maintenance and various options for water attenuation should be picked up in the proposed design codes and/or a local policy.
Policy CP18 - Settlement Gaps	NO	YES	There may a national policy to allow for settlement gaps but they will need to be identified locally and shown on the local plan maps. The existing gaps may need to be reviewed alongside the need for any new ones.
Policy CP19 – South Downs National Park.	NO	NO	SDNP has now adopted its own plan so this policy is no longer needed.
Policy CP20 – Heritage and Landscape Character	YES	YES	There may a generic national policy setting out protection of heritage and landscape character but these will also need to be identified at local plan level. Any local plan policy will need to be updated to reflect changes in legislation and updated character assessments.
Policy CP21 – Infrastructure and Community Benefit	YES	NO	The Government is planning to replace CIL and S106 contributions with a “Levy” the detail of which is not worked out at the present time. There is however unlikely to be scope for any local variation that has not been set by the Government.

## EXISTING POLICIES IN LOCAL PLAN PART 2:

These policies are the detailed local policies which are unlikely to be covered by generic national policies. Each policy will have to be evidenced/justified if it is to form part of the new local plan. It is anticipated that many of the matters of detail will be contained in design codes in the future rather than local plan policies.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy WIN1 - Winchester Town	NO	NO	Matters of detail will be contained within a design code for the area.
Policy WIN2 - Town Centre	NO	NO	This policy will need to be reviewed to reflect the new Winchester 2030 Vision.
Policy WIN3 - Views & Roofscape	NO	NO	Matters of detail will be contained within a design code for the area.
Policy WIN4 - Silver Hill Mixed Use Site	NO	NO	Design code?
Policy WIN5 - Station Approach Area – Development Principles	NO	NO	Design code?
Policy WIN6 - The Carfax Mixed Use Site	NO	NO	Design code?
Policy WIN7 - The Cattlemarket Mixed Use Site	NO	NO	Design code?
Policy WIN8 - Stanmore	NO	NO	Design code?
Policy WIN9 – Houses in Multiple Occupation	YES	YES	It is not clear whether or not there will be a national policy on issues such as this. There may need to be a local policy based on the housing need of the district or as it just impacts on Winchester town then it could be covered in a design code for the area. Should this include areas that are not covered by Article 4 Directions. Survey work will need to be updated in order to reflect current situation.
Policy WIN10 - Abbots Barton	NO	NO	Development is complete and so policy is not needed.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy WIN11 - Winnall	NO	YES	There may be a generic national policy to cover employment but it is likely that a local policy could be justified and will need to be updated to reflect findings of Employment Land Study. Needs to be made more concise.
<b>Market Towns and Rural Area</b>			
<b>BISHOP'S WALTHAM</b>			
Policy BW1 – Coppice Hill housing allocation	NO	NO	Development will be largely complete by draft Plan. Therefore no policy will be needed.
Policy BW2 – Martin Street Housing allocation	NO	NO	Development is under construction and a policy is not likely to be needed.
Policy BW3 – The Vineyard/Tangier Lane Housing Allocation	NO	NO	Development is under construction and a policy is not likely to be needed.
Policy BW4 – Albany Farm Housing and Open Space Allocation	NO	NO	Development is under construction and a policy is not likely to be needed.
Policy BW5 – Tollgate Sawmill Employment Allocation	NO	NO	Not commenced review to ensure deliverability. If the site is allocated in the next plan then it will be subject to a design code.
<b>COLDEN COMMON</b>			
Policy CC1 – Sandyfields Housing Allocation	NO	NO	Development is under construction and a policy is not likely to be needed.
Policy CC2 – Clayfield Park Housing Allocation	NO	NO	Not commenced review to ensure deliverability. If the site is allocated in the next plan then it will be subject to a design code.
<b>KINGS WORTHY</b>			
Policy KW1 – Lovedon Lane Housing and Open Space Allocation	NO	NO	Development is largely complete and a policy is not likely to be needed.
<b>NEW ALRESFORD</b>			
Policy NA1 – Car Park Provision	NO	YES	The provision of additional car parking need to be reviewed in light of climate emergency.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy NA2 – The Dean Housing Allocation	NO	NO	Development will be largely complete by draft Plan and a policy will not then be needed.
Policy NA3 – Sun Lane Mixed Use Allocation	NO	YES	Because this is already consented it will not be subject to design codes and so the existing policy should be retained. However, not commenced so should be reviewed to ensure deliverability
<b>SWANMORE</b>			
Policy SW1 – The Lakes Housing Allocation	NO	YES	Coming in 3 phases – phase 1 complete. Because this is already consented it will not be subject to design codes and so the existing policy should be retained.
Policy SW2 – Lower Chase Road Open Space Allocation	NO	NO	Not commenced, review to ensure deliverability. If the site is allocated in the next plan then it will be subject to a design code.
<b>WALTHAM CHASE</b>			
Policy WC1 – Morgan’s Yard Mixed Use Allocation	NO	NO	Not commenced, review to ensure deliverability. If the site is allocated in the next plan then it will be subject to a design code.
Policy WC2 – Clewers Lane Housing Allocation	NO	NO	Development complete no policy needed.
Policy WC3 – Sandy Lane Housing Allocation	NO	NO	Development is under construction and a policy is not likely to be needed.
Policy WC4 – Forest Road (North & South) Housing Allocations	NO	NO	Review to ensure deliverability. If the site is allocated in the next plan then it will be subject to a design code.
<b>WICKHAM</b>			
Policy WK1 – Drainage Infrastructure	NO	YES	Review ongoing need for a special policy.
Policy WK2 – Winchester Road Housing and Open Space Allocation	NO	YES	Under construction but policy still needed until completion.
Policy WK3 – The Glebe Housing and Open Space Allocation	NO	NO	Development is under construction and a policy is not likely to be needed.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
<b>SOUTH HAMPSHIRE URBAN AREAS</b>			
Policy SHUA1- Whiteley Green Housing Allocation	NO	YES	
Policy SHUA2 – Solent 1 Employment Allocation	NO	YES	Update to reflect remaining land. Will require a policy or design code.
Policy SHUA3 – Solent 2 Employment Allocation	NO	YES	Update to reflect remaining land. Will require a policy or design code.
Policy SHUA4 – Little Park Farm Employment Allocation	NO	NO	Review to ensure deliverability. If the site is allocated in the next plan then it will be subject to a design code.
Policy SHUA5 – Botley Bypass Safeguarding	NO	NO	No further policy needed as planning permission granted.
<b>DEVELOPMENT MANAGEMENT</b>			
Policy DM1 – Location of New Development Article 4 to conserve supply of lower cost family homes and employment sites.	YES	NO	This will be subject of national generic policy.
Policy DM2 – Dwelling Sizes	NO?	YES	Will be updated to reflect SHMA and living well aspiration
Policy DM3 – Small Dwellings in the Countryside	YES	NO	There is likely to be national policy in respect of developments in the countryside. It may be possible to justify a local policy of restraint due to the affordability issues related to the district.
Policy DM4 – Gypsies, Travellers and Travelling Showpersons	YES?	NO	See comment for CP5
Policy DM5- Protecting Open Areas	YES	NO	The criteria for this are likely to be in the form of a generic national policy.
Policy DM6 – Open Space Provision for New Developments	YES	NO	Update open space standards as necessary. Likely to be included in national policy.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
<b>ECONOMIC PROSPERITY</b>			
Policy DM7 – Town, District and Local Centres	YES	NO	This is likely to be national policy and will need to reflect the post COVID-19 world.
Policy DM8 – Primary Shopping Frontage	YES	YES	May be a case for setting local primary shopping frontages. Needs to reflect the findings of the retail study.
Policy DM9 – Secondary Shopping Frontage	YES	NO	The retail study has concluded that Winchester is unlikely to be able to support a secondary shopping frontage and so there is unlikely to be a local plan policy needed.
Policy DM10 – Essential Facilities & Services in the Countryside	NO	YES	There should be a local policy to reflect local circumstances.
Policy DM11 – Housing for Essential Rural workers	YES	NO	This is likely to form part of the national policy for development which can be allowed in the countryside strategy.
Policy DM12 – Equestrian Development	YES	NO	As above.
Policy DM13 – Leisure and Recreation in the Countryside	YES	NO	As above.
<b>HIGH QUALITY ENVIRONMENT</b>			
Policy DM14 – Masterplans	NO	NO	Will be replaced by design codes.
Policy DM15 – Local Distinctiveness	NO	NO	Will be replaced by design codes.
Policy DM16 – Site Design Criteria	NO	NO	Will be replaced by design codes. There is a possibility of a local plan policy which reflects the Councils climate change aspirations.
Policy DM17 – Site Development Principles	NO	YES	Could try to justify a local plan policy which reflects the Councils climate change aspiration and should be updated to include reference to SuDS management and maintenance, broadband and mobile connectivity inside and outside the home.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy DM18 – Access and Parking	NO	YES	Whilst there might be national guidance in respect of parking and access a local policy may be justified and standards may be reviewed and more emphasis given to non car travel.
Policy DM19 – Development and Pollution	NO	NO	Likely to be covered by design codes.
Policy DM20 – Development and Noise	NO	NO	Likely to be covered by design codes.
Policy DM21 – Contaminated Land	NO	NO	Likely to be covered by design codes.
Policy DM22 – Telecommunications, Services and Utilities	YES	NO	This is likely to be covered by national generic policy as affecting all areas.
Policy DM23 – Rural Character	YES	YES	This is likely to be covered by national policy but there may be justification for a local plan policy to cover areas for example which impact on the South Downs National Park.
Policy DM24 – Special Trees, Important Hedgerows and Ancient Woodlands	YES	YES	High level designations will be covered at national level and by the environment bill. There may be justification for a local more detailed policy.
Policy DM25 - Historic Parks and Gardens	YES	NO	It is likely that this will be a generic national policy.
Policy DM26 – Archaeology	YES	YES	Justification for a local policy could be made due to the importance of archaeology in the district.
Policy DM27 – Development in Conservation Areas	YES	YES	Wording updated to reflect NPPF. Likely to be covered in national policy or design codes.
Policy DM28 – Demolition in Conservation Areas	YES	YES	Will be updated to reflect NPPF but likely not to need a local plan policy.
Policy DM29 – Heritage Assets	YES	YES	Work will need to be done to compile a register of assets to which a national or local policy can apply.
Policy DM30 – Changes of Use of Listed Buildings	YES	YES	This is likely to be covered by national policy but a case could be made for justifying a local more detailed policy taking into account local circumstances.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy DM31 – Locally Listed Heritage Assets	YES	YES	Work will need to be done to compile a register of assets to which a national or local policy can apply.
Policy DM32 – Undesignated Rural and Industrial Heritage Assets	YES	YES	Work will need to be done to compile a register of assets to which a national or local policy can apply.
Policy DM33 – Shopfronts	NO	NO	Will be replaced by design codes.
Policy DM34 - Signage	NO	NO	Will be replaced by design codes.

## GYPSY, TRAVELLER AND TRAVELLING SHOWPERSONS DPD:

The White Paper is silent on the need for Gypsy, Traveller and Travelling Showpersons accommodation but it is assumed that they will form part of the housing need number given to councils by the Government. All of these policies will require to be justified at local level if there are not sufficient detailed policies forthcoming at national level.

It is intended to incorporate this document and updated information which is currently being commissioned via ORS into the new local plan rather than as a standalone DPD. The ORS report will be used as evidence to justify local plan policies if needed.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy TR1 Safeguarding Permitted Sites	It is anticipated that there will be a national policy in respect of G,T & TSPs.	If this is not covered at national level then a justification will be submitted to support a local plan policy.	The position on G, T and TSPs is not clear at the moment as there is no mention of them in either of the Government consultations. A local policy could be justified at least in the meantime until the national position is known.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy TR2 Sites with Temporary Consent	As above	As above	This will need to be updated to reflect any permission granted to date.
Policy TR3 Carousel Park	As above	As above	Updated to reflect the appeal decision and enforcement situation.
Policy TR4 The Nurseries Shedfield	As above	As above	
Policy TR5 Expansion or Intensification within Existing Sites	As above	YES	The policy will be important in meeting the identified need and it can be justified as a local plan policy.
Policy TR6 Planning Applications	As above	YES	It is important to retain a local plan policy which applies a criteria based approach to determining applications on sites which are not allocated in the plan. This approach is needed to meet the identified need.
Policy TR 7 – Traveller Site Design Guidance and Layout	As above	YES	This policy forms part of the criteria based approach to site provision and should be retained. It should be updated to reflect the requirement for 10% biodiversity net gain and SuDS maintenance.

## DENMEAD NEIGHBOURHOOD PLAN:

The White Paper has indicated that the Government anticipates that neighbourhood plans should be retained in the new planning system as they are an important means of community input into the planning system.

The Denmead Neighbourhood Plan will be reviewed by Denmead Parish Council in conjunction with Winchester City Council.

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Policy 1 Spatial Strategy for the Parish	YES	YES	Neighbourhood plans will have to follow the development strategy which is likely to be set at national level and so there is unlikely to be justification for a local plan policy version of the same strategy. There may be an opportunity to review the settlement boundary if needed.
Policy 2 Housing Site Allocations	NO	YES	There is not much detail about whether the Government intends to change the neighbourhood plan process but it is likely that the housing number will be allocated to Denmead by the City Council and this will need to be accommodated under the site allocations policy.
Policy 3 Housing Design	NO	NO	Matters of design will be incorporated into design codes for the area which could be part of updating the village design statement process.
Policy 4 Land at Parklands Business Park Forest Road	NO	YES	Much of the business use on this site has been lost to permitted development changes to residential. It is not certain that a bespoke policy for this site will be justified. Evidence will be needed if the parish decide that they wish to pursue this.
Policy 5 Sports & Leisure Facilities	NO	YES	This is a bespoke local policy which deals with sports and leisure facilities at Denmead Junior School. The retention of this policy could be justified unless the development criteria can be incorporated into a design code.
Policy 6 Public Car Park at Hambledon Road/ Kidmore Lane	NO	YES	This policy seeks to protect the car park and public toilets and could be justified to form part of any new neighbourhood plan.
Policy 7 Burial Ground	NO	YES	This policy seeks to protect land needed to provide an extension to the cemetery. Its retention in any new neighbourhood plan should be justified / evidenced.
<b>Other Non-Statutory Proposals</b>			
1 Green Infrastructure	NO	NO	Design code
2 Denmead Village Centre	NO	NO	Design code
3 Locally Listed Buildings	NO	NO	Design code

Existing policy	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
4 Infrastructure Projects	NO	NO	Design code
5 Travellers Accommodation	YES	YES	This will form part of the housing number set by Government and allocated to the parish by the City Council

## APPENDIX 3: NEW POLICIES

There a number of new policy areas that the current Local Plan does not address which could be included in the new Local Plan. An initial list is given below and comments are welcome on these and whether there are other issues that need to be addressed. Whilst we have identified the following new policies it must be pointed out the Government has expressed its intention in the White Paper the desire to have local policies replaced by National policies.

Policy Subject	Reason for inclusion	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Climate Change and adaption	Climate change and adaption needs to be at the centre of everything the Council does. A climate emergency has been declared and objectives set. The new Local Plan could contain an overarching climate change policy indicating how development can help meet the Council's climate change objectives.	YES	YES	There may be a case for promoting a local policy which is more ambitious than the Government target.
Carbon Neutrality	Carbon Neutrality is essential in allowing the Council to achieve its climate change objectives. The aim is to achieve Carbon neutral development and where this is not possible to have some sort of offsetting which could be in the form of contributions. The new Local Plan could include a policy to this effect.	YES	YES	As above

Policy Subject	Reason for inclusion	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Biodiversity Net Gain	A new policy on net gain will be required in order to be in compliance with the requirements of the emerging Environment Bill. All new developments will be required to deliver at least a 10% net gain in biodiversity. As this will be a legislative requirement then it would seem sensible to include a policy in the new local plan.	YES	NO	This is most likely to become a national policy in line with the Environment Bill which is set to gain Royal Assent in Spring 2021. It will promote a national approach and it is unlikely that a local variation can be justified.
Dark Skies	The South Downs National Park (SDNP) has a Dark Skies policy in their new local plan. Given the length of boundary our district shares with SDNP, it might be appropriate to have a similar policy in our Local Plan particularly as parts of this district could have an impact on the setting of the National Park.	NO	YES	This is unlikely to be contained in national policy as it is not a nationwide concern. It is considered that an area around Winchester and in the buffer areas to the South Downs National Park should be subject to a dark skies policy and this will be justified/ evidenced for inclusion in the new local plan.

Policy Subject	Reason for inclusion	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Nitrate / Nutrient Neutrality	<p>Natural England published advice for Local Planning Authorities on 2nd June 2019 which sets out the requirement for all new development in the Solent region to achieve nitrate neutrality. This is because increasing nitrogen is having a detrimental impact upon protected habits and bird species. Any new development which has to connect to the foul water drainage network is required to be nitrogen neutral. If this is not possible then some form of offsetting will be required. The new Local Plan may be able to help by allocating land for use in mitigation which could include planting woodland or creating wetland habitat. Developers would then be able to buy nitrogen ‘credits’. A new policy could also make provision for offsetting through financial contributions.</p>	NO	YES	<p>This is considered unlikely to be a national policy as it is an issue which only affects certain parts of the country at the moment. There is evidence/ justification for the inclusion of a policy in the new local plan to ensure that the Solent is protected.</p>
Phosphorus	<p>The River Itchen Site of Special Scientific Interest (SSSI) is currently not meeting favourable condition status due to phosphorus discharges, and the Special Area of Conservation Supplementary Advice for the site outlines that nutrients in the river, particularly phosphorus, needs to be managed and reduced. The local plan should ensure that any development proposing Package Treatment Plants (PTPs) that will discharge into watercourses will not add to the nutrient burden on the River Itchen SAC, particularly with regards to phosphorus, and this aspect will need addressing within site level HRAs. A Local Plan policy could include more information on the location and design of PTPs will need to meet best practice guidance and should be delivered with a wetland where practicable.</p>	NO	YES	<p>This is unlikely to be a national policy and evidence from Natural England. The River Itchen is affected in Hampshire and so a local policy will be needed to ensure that development does not adversely impact on the condition of the river or that suitable and sufficient mitigation is put in place.</p>

Policy Subject	Reason for inclusion	Potentially replaced by national policy?	Potential scope for a local plan policy?	Comment
Local Areas of Green Space	The NPPF gives the opportunity to communities to identify, designate and protect small areas of green space that are local to their community and have particular local significance. Currently policies CP7 and DM5 deal with protecting open areas but the new Local Plan could contain a policy that protect particularly important areas of green space identified by local communities.	YES	NO	This is likely to be contained in national policy and is already outlined in the NPPF.
Green Infrastructure and public health and wellbeing	The Local Plan could include a policy that links public health and wellbeing to the natural environment, and seeks to enhance green infrastructure, active travel routes and ecological connectivity across the district that is managed for people and nature.			
A Natural Capital Approach (replaces ecosystems services which was withdrawn Feb 2020.)	A natural capital approach to policy and decision making considers the value of the natural environment for people and the economy. A policy could set out the natural capital that the district benefits from and attach a monetary value to them. This could be used to work out offsetting contributions where development is harmful to natural capital.			
Self Build / Custom Housing	Under section 1 of the Self Build and Custom Housebuilding Act 2015, local authorities are required to keep a register of those seeking to acquire serviced plots in the area for their own self-build and custom house building. They are also subject to duties under sections 2 and 2A of the Act to have regard to this and to give enough suitable development permissions to meet the identified demand. It might be an option to require a % of plots on larger allocations to be made available for self or custom build or to allocate sites specifically for this purpose.	YES	YES	This requirement will probably be subject to a national policy or it could just form part of the housing number handed down from the Government leaving the Council to have a bespoke local policy to allocate or have criteria to allow self / custom housing to be developed to meet the need.

# GLOSSARY OF TERMS

**Affordable Housing** - Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

**(a) Affordable housing for rent:** meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

**(b) Starter homes: is as specified in sections 2 and 3 of the Housing and Planning Act 2016** and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.

**(c) Discounted market sales housing:** is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

**(d) Other affordable routes to home ownership:** is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.

## **Green/Blue Infrastructure**

Green and blue infrastructure is the green space and water environment essential to the quality of our lives and ecosystem. It is referred to as 'infrastructure' as it is as important as other types of infrastructure such as roads, schools and hospitals. It is taken to mean all green space and water of public and natural value.

### **Green Belt**

Green Belt is a planning designation which is designed to prevent urban sprawl by keeping areas of land between a built up area and the countryside permanently open. Green Belt serves five purposes:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land

**Carbon Energy Opportunity mapping** - Carbon energy opportunity mapping uses data about the existing carbon emissions at a Parish or Ward level. Emissions from Parishes/Wards are then colour coded – Red/Amber/Green. Red zones are the highest carbon emissions and where there is the greatest opportunity to do something positive to address carbon emissions.

**Carbon neutrality** - refers to achieving net zero carbon dioxide emissions.

**Habitat Regulations Assessment** - described as a 'Habitats Regulations Assessment' (or HRA). For all plans and projects which are not wholly directly connected with or necessary to the conservation management of the site's qualifying features, this will include formal screening for any Likely Significant Effects (either alone or in combination with other plans or projects).

### **Indices of Multiple Deprivation**

The Index of Multiple Deprivation (IMD) is the official measure of relative deprivation in England. It follows an established methodological framework in broadly defining deprivation to encompass a wide range of an individual's living conditions. For further details please refer to: <https://www.gov.uk/government/collections/english-indices-of-deprivation>

### **Local plan**

A plan for the future development of a local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. A local plan can consist of either strategic or non-strategic policies, or a combination of the two.

**Nutrient Neutrality** – The Solent water catchment is of international importance for wildlife. There are high levels of nitrogen and phosphorus entering the water catchment, as a result of run off from agricultural sites or from wastewater from housing development. These nutrients are causing eutrophication in the Solent, resulting in dense mats of green alae which negatively affect marine ecology. New development in the district is therefore expected to be 'nutrient neutral' to prevent any exacerbation of this issue.

### **Previously developed land or Brownfield Land**

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.

**RAMSAR sites** - is a wetland site designated to be of international importance under the Ramsar Convention.

**Standardised Methodology** - The Government has recently consulted on changes to the standardised methodology which uses a formula to identify the minimum number of homes expected to be planned for, in a way which addresses projected household growth and historic under-supply <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

**Sustainability Appraisal** - In United Kingdom planning law, a sustainability appraisal is an appraisal of the economic, environmental, and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

**Winchester Movement Strategy**

This is a joint policy document between Winchester City Council and Hampshire County Council that sets out an agreed vision and long-term priorities for travel and transport improvements in Winchester over the next 20-30 years. It also covers, at a high level, plans for how these priorities might be met, including indicative timescales and costings.