

5. PLANNING POLICY CONTEXT

5.1 Introduction

5.1.1 This Chapter presents the planning policy context for the development proposals for the application site. It establishes the context for other chapters within the Environmental Statement where reference to planning policies is made. Planning policy that is directly relevant to specific aspects of other chapters such as policy on landscape or flood risk for example is covered in other chapters of the ES to avoid unnecessary repetition.

5.1.2 The development proposals have been designed in accordance with national, regional and local planning policy and guidance. The relationship of the scheme to planning policies and guidance is set out below.

5.2 National Planning Policy

5.2.1 Government Guidance is contained within a series of Planning Policy Guidance Notes (PPGs) and latterly Planning Policy Statements (PPSs). This section does not attempt to provide an exhaustive list of all PPGs and PPSs relevant to the proposals. Relevant PPGs and PPSs not listed below are referred to in the Technical Sections of the Environmental Statement.

Planning Policy Statement 1: Delivering Sustainable Development (2005)

5.2.2 Planning Policy Statement 1 establishes from the outset that good planning secures *“the right development, in the right place and at the right time.”* (paragraph 1). Sustainable development is the core principle underpinning planning and Local Authorities should aim to facilitate and promote sustainable patterns of urban and rural development by:

- *“making suitable land available for development in line with economic, social and environmental objectives to improve people’s quality of life;*
- *contributing to sustainable economic development;*
- *protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;*
- *ensuring high quality development through good and inclusive design, and the efficient use of resources; and*
- *ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community”.* (paragraph 5)

5.2.3 With regard to housing, paragraph 23 (vii) aims to ensure the provision of sufficient, good quality new homes which include an appropriate mix of housing and adequate levels of affordable housing in suitable locations to ensure that everyone has the opportunity of a decent home in locations that reduce the need to travel.

5.2.4 Paragraph 16 seeks to promote development that creates socially inclusive communities, including suitable mixes of housing, in order to:

- *“ensure that the impact of development on the social fabric of communities is considered and taken into account;*
- *Seek to reduce social inequalities;*
- *Address accessibility (both in terms of location and physical access) for all members of the community to jobs, housing, education, shops, leisure and community facilities;*
- *Take into account the needs of all community, including particular requirements relating to age, sex, ethnic background, religion, disability or income;*
- *Deliver safe, healthy and attractive places to live; and*
- *Support the promotion of health and well being by making provision for physical activity”.*

5.2.5 Paragraph 20 states that development must take account of environmental issues such as impact upon wildlife species and habitats, the need to provide good quality open space and the

mitigation of the effects of, and adaptation to, climate change. Paragraph 22 addresses the need to minimise consumption of new resources over the lifetime of development and to seek to promote and encourage the use of renewable resources.

5.2.6 The Government's commitment to the promotion of "*a strong, stable, and productive economy that aims to bring jobs and prosperity to all*" is set out at paragraph 23. Local authorities need to:

- ensure the provision of sufficient, good quality, new homes in suitable locations that reduce the need to travel;
- ensure that infrastructure and services are provided to support new and existing economic development and housing; and
- ensure that Development Plans take account of the regional economic strategies of Regional Development Agencies, regional housing strategies, local authority community strategies and local economic strategies.

5.2.7 Paragraph 35 encourages a high quality and inclusive approach to create well-mixed and integrated developments, with well-planned public spaces.

5.2.8 PPS1 also directs that the planning system should operate in the public interest "*to ensure the development and use of land results in better places for people to live, (and) the delivery of development where communities need it*" (paragraph 40). It is clear that the planning system has an obligation to identify, respond to and deliver on the needs of communities, however diverse.

Planning Policy Statement: Planning and Climate Change (2007)

5.2.9 This Statement supplements PPS1, and establishes how planning should contribute to reducing emissions and stabilising climate change.

5.2.10 The Statement includes the following seven criteria that should be taken into account when selecting land for development:

- The extent to which existing or planned opportunities for decentralised and renewable or low-carbon energy could serve the development;
- Whether the site could provide a realistic choice of access by means other than the private car;
- The capacity of existing and potential infrastructure to service the site or area in ways consistent with cutting carbon dioxide emissions;
- The ability to create socially cohesive communities with appropriate community infrastructure, having full regard to the potential impacts of climate change;
- The effect of development on biodiversity;
- The contribution to be made from existing and new opportunities for open space and green infrastructure to urban cooling, sustainable drainage systems and conserving and enhancing biodiversity; and
- Known physical and environmental constraints on the development of the land as sea-level rises, flood risk and stability, and take a precautionary approach to increases in risk that could arise as a result of likely changes to the climate.

Planning Policy Statement 3: Housing (2006)

5.2.11 Planning Policy Statement 3 establishes the Government's objectives for the provision of housing. The policy recognises that the planning system should deliver a sufficient quantity of housing taking into account need and demand and seeking to improve choice. Housing should be provided in locations well-served by community facilities and infrastructure to minimise the need to travel.

5.2.12 With regard to the location of housing, paragraph 37 states that, as a development-guiding document, Regional Spatial Strategies should consider the particular circumstances across the regional or sub-regional housing market that may influence the distribution of housing development. Linked to this is the need to factor in the requirements of different types of households over the Plan period to develop a comprehensive approach to the delivery of housing (paragraph 21).

Draft Planning Policy Statement 4: Planning for Prosperous Economies (2009)

5.2.13 The draft document seeks to consolidate existing national policy guidance on economic development.

5.2.14 Paragraph EC7.2 states that Local Authorities should define what would be an appropriate scale of economic development to be located in different types of centre, taking account of the role and function of the centre within the town centre hierarchy and the catchment served. Uses which generate large amounts of travel should be located within centres that reflect the scale and catchment of the development proposed.

Planning Policy Statement 6: Planning for Town Centres (2005)

5.2.15 The Statement covers sustainable development and appropriate uses within city, town, district and local centres.

5.2.16 The appropriate type and scale of development should be directed to the right kind of centre having regard to the town centre hierarchy. It establishes that, due to their characteristics, Local Centres will generally be inappropriate locations for large-scale new development. Accordingly, Local Planning Authorities should consider setting an indicative upper limit for the scale of developments likely to be permissible in different types of centres (paragraph 2.42).

Planning Policy Statement 7: Sustainable Development in Rural Areas (2004)

5.2.17 With regard to housing, PPS7 maintains the approach to planning for sustainable development as set out in PPS1, to ensure:

“Good quality, carefully-sited accessible development within existing towns and villages should be allowed where it benefits the local economy and/or community”.

5.2.18 The advice goes on to state:

“New building development in the open countryside away from existing settlements, or outside areas allocated for development in development plans, should be strictly controlled”.

5.2.19 Paragraph 8 provides guidance on housing in the rural areas. It establishes that the needs of all people in the community should be recognised, including those in need of affordable and accessible special needs housing in rural areas. It also recognises that the focus for most additional housing in rural areas should be on existing towns and identified service centres.

5.2.20 The Statement underlines the highest status of protection afforded to nationally designated areas, including National Parks, where the conservation of wildlife and the cultural heritage are specific purposes (paragraph 21).

5.2.21 The countryside around urban areas is also recognised as important in providing the nearest and most accessible countryside to urban residents. Paragraph 26 states that Planning Authorities should aim to secure environmental improvement of this land including improvement of public access and facilitating the provision of appropriate sport and recreation facilities.

Planning Policy Statement 9: Biological and Geological Conservation (2005)

5.2.22 PPS9 requires Local Planning Authorities to take into account the potential impacts of planning decisions on biodiversity and geological conservation.

5.2.23 The Statement sets out the Government's objectives towards meeting its vision for conserving and enhancing biological diversity in England. These comprise:

- Promoting sustainable development by ensuring biological and geological diversity are conserved and enhanced as an integral part of the social, environmental and economic development of new proposals.
- The conservation, enhancement and restoration of wildlife and geology, where possible improving the quality and extent of natural habitat and geological and geomorphological sites.
- Contributing to rural renewal and urban renaissance by enhancing biodiversity in green spaces to contribute towards a better quality of life, providing a high quality environment capable of supporting a functional ecosystem for wildlife.

5.2.24 The most important sites for biodiversity are those identified through international conventions and European Directives. These include Special Areas of Conservation, such as the River Itchen located close to the application site.

5.2.25 Fuller consideration of PPS9 is set out in Chapter 10 (Ecology).

Planning Policy Statement 10: Planning for Sustainable Waste Management (2005)

5.2.26 The overall objective of Government policy on waste is to protect human health and the environment by producing less waste and by using it as a resource where appropriate. The planning system is identified at paragraph 2 as having an important role in delivering sustainable waste management:

- *“Through the development of appropriate strategies for growth, regeneration and the prudent use of resources; and*
- *By providing sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time”.*

5.2.27 Fuller consideration of PPS10 is set out in Chapter 16 (Waste Disposal).

Planning Policy Guidance 13: Transport (2001)

5.2.28 PPG13: Transport contains planning policies which seek to reduce car journeys and to enable people to make sustainable transport choices. The PPG sets out a number of key objectives, one of which is to accommodate residential forms of development principally in urban areas which are highly accessible by public transport, walking and cycling (paragraph 6).

5.2.29 Critically in selecting sites for residential development PPG13 advises at paragraph 14 that:

“Local Planning Authorities in assessing the suitability of sites for housing development should, amongst other things, consider their location and accessibility to jobs, shops, and services by modes other than the car, and the potential for improving such accessibility”.

5.2.30 Fuller consideration of PPG13 is set out in Chapter 7 (Transportation).

Planning Policy Guidance 16: Archaeology (1990)

5.2.31 PPG16 sets out the Government's policy on archaeological remains on land, and how they should be preserved or recorded both in an urban setting and the countryside. It provides advice on the handling of archaeological remains and discoveries including the weight to be given to them in planning decisions and the use of Planning Conditions.

5.2.32 Fuller consideration of PPG12 is set out in Chapter 10 (Archaeology).

Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation (2002)

5.2.33 Open spaces, sport and recreation are recognised by PPG17 as underpinning people's quality of life and being fundamental to delivering broader Government objectives including promoting social inclusion and community cohesion; health and well-being; and sustainable development.

5.2.34 The guidance encourages open space, sport and recreation facilities to be provided in accessible locations and acknowledges that the countryside around towns provides a valuable resource for this provision.

Planning Policy Statement 22: Renewable Energy (2004)

5.2.35 The Government's energy policy aims to achieve an overall cut in the UK's carbon dioxide emissions by 60% by 2050. PPS22 provides further guidance to the planning system in reaching this target, encouraging the development of renewable energy, alongside improvements in energy efficiency and the development of combined heat and power.

Planning Policy Statement 25: Development and Flood Risk (2006)

5.2.36 PPS25 sets out Government policy on development and flood risk. Its aims are to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas of highest risk.

5.2.37 Fuller consideration of PPS25 is set out in Chapter 15 (Hydrology and Drainage).

5.3 Regional Planning Policy

5.3.1 The Regional Spatial Strategy (RSS) for the South East of England (the South East Plan) was adopted in May 2009. It establishes the long-term spatial planning framework for the region and the application site over the period 2006-2026.

5.3.2 Section 38 (6) of the Planning and Compulsory Purchase Act 2004, determination of planning applications should be made in accordance with the Development Plan unless material considerations indicate otherwise. The South East Plan replaces Regional Planning Guidance for the South East (RPG9, March 2001) and the saved policies of the Hampshire County Structure Plan 1996-2011 (Review), and forms the most up-to-date, tier of the Development Plan for Winchester.

5.3.3 The South East Plan provides the spatial context within which Local Development Frameworks and Local Transport Plans should be prepared, as well as other regional and sub-regional strategies and programmes that have a bearing on land use activities including regional housing strategies.

Spatial Strategy

5.3.4 Policy CC1 states that achieving and maintaining sustainable development in the region is the principal objective of the Plan. Sustainable development priorities for the South East are identified as: achieving sustainable levels of resource use; ensuring conservation and enhancement of physical and natural resources; reducing greenhouse gas emission; preparation of the region for the inevitable impacts of climate change; and achieving safe, secure and socially inclusive communities.

5.3.5 The Plan states that the South East will face unprecedented levels of population growth amounting to 64,300 people each year (paragraph 2.3). Overall, population will increase from 8.2 million people in 2006 to 9.5 million in 2026.

5.3.6 To accommodate this growth, Policy SP3 directs the general location of development to urban areas within the region in order to foster accessibility and avoid unnecessary travel. The policy states that Local Planning Authorities should ensure that developments in and around urban areas, including new urban extensions, are well designed and consistent with the principles of urban renaissance and sustainable development.

Housing

5.3.7 PPS3: Housing requires RSSs to take a strategic evidence-based approach in setting out the appropriate level of overall housing provision in the regions. The South East Plan sets out the results of this process, establishing a housing requirement for the South East of 654,000 net additional dwellings between 2006 and 2026.

5.3.8 South Hampshire forms one of the sub-regions and comprises the main urban areas of Southampton, Eastleigh and Portsmouth and includes parts of Winchester District.

5.3.9 The sub-regional approach defines specific housing targets for the sub-region and for areas falling outside. The consequence for Winchester District is two housing delivery targets, ring-fenced according to the location within or outside the South Hampshire sub-region. Of the 12,240 dwellings required in the District, 6,740 are to be provided within the sub-regional area (Policy SH5) and 5,500 (Policy AOSR2) in those areas of the District outside.

5.3.10 The supporting text at paragraph 25.23 states that its accessibility by rail and road means that the town will be expected to help meet wider housing needs through the provision of new housing.

5.3.11 Policy H2 sets out particular considerations that should be taken into account by local planning authorities in planning for the delivery of the housing. Of relevance to Winchester District and the application site are the following considerations:

- Scope to identify additional sources of supply elsewhere by encouraging opportunities on previously developed sites;
- Realising opportunities for intensification consistent with criteria in PPS3;
- Feasibility of maximising the delivery capacity unlocked by investment in infrastructure at the earliest possible opportunity; and
- The need to address any backlog of unmet housing needs within the housing market areas they relate to, in the first 10 years of the Plan.

5.3.12 Policies H3 and H4 place a duty on Local Planning Authorities to achieve the provision of appropriate levels of affordable housing and to identify the full range of existing and future housing needs to determine type and size of dwellings required within their Districts. A cross-cutting theme set out in the RSS by Policy CC5 is the need to provide suitable housing provision to meet the needs of the significant increase in the proportion of older people in the region over the Plan period.

Town Centres

5.3.13 Policies TC1-TC3 in Section 13 of the South East Plan seek to ensure that a wide range of services and facilities are accessible to new development, whilst protecting the vitality and viability of town centres.

Design and Sustainability

5.3.14 Sustainable design and construction is addressed by Policy CC4, which states that new development should include:

“Consideration of how all aspects of development form can contribute to securing high standards of sustainable development including aspects such as energy, water efficiency and biodiversity gain;

Designing to increase the use of natural lighting, heat and ventilation, and for a proportion of the energy supply of new development to be secured from decentralised and renewable or low-carbon sources;

Securing reduction and increased recycling of construction and demolition waste and procurement of low-impact materials;

Designing for flexible use and adaptation to reflect changing lifestyles and needs and the principle of ‘whole life costing’”.

5.3.15 Good quality housing built using sustainable construction methods is encouraged by Policy H5. It states that an overall housing density of 40 dwellings per hectare should be achieved within the region over the Plan period. This is supplemented by Policy W2, which requires new development to re-use construction and demolition materials and incorporate layouts and design that provide adequate space to facilitate storage, re-use, recycling and composting. With regard to parking provision in residential developments, Policy T4 states that PPS3 guidance should be applied to reflect local circumstances.

Biodiversity

5.3.16 Policy NRM5 seeks to conserve and improve biodiversity and states that Local Authorities should give the highest level of protection to sites of international importance. Where a likely significant effect of development on European sites cannot be excluded, an appropriate assessment in line with the Habitats Directive will be required. If, after undertaking the assessment, it is not possible to conclude there will be no adverse effects on the integrity of the site, the development will not be permitted.

Landscape

5.3.17 The RSS contains a number of policies to protect the local landscape, including the South Downs National Park designation, from negative impacts of new development and promote enhancement of these areas. In particular, where new urban extensions are proposed, Policy C5 encourages positive management and engagement with local communities and landowners to ensure early consideration is given to landscape and biodiversity enhancement, and recreation and access routes.

Energy

5.3.18 Policy NRM11 states that in advance of local targets being set in Development Plan Documents, new developments of more than 10 dwellings or 1,000 sqm of non-residential floorspace should secure at least 10% of their energy from decentralised and renewable or low-carbon sources unless, having regard to the type and design of development involved, this is not viable. In accordance with Policy NRM12, Local Authorities should encourage the integration of combined heat and power (CHP) in new development.

5.4 Non-Statutory Regional Guidance

Regional Economic Strategy for South East England (2006)

5.4.1 The Regional Economic Strategy for South East England (RES) was published in October 2006. The RES highlights three key objectives:

1. Global Competitiveness;
2. Smart Growth; and
3. Sustainable Prosperity.

5.4.2 In order to meet these key objectives the RES identifies fourteen targets. Of particular relevance is Target 9:

“Physical Development: Ensure sufficient and affordable housing and employment space of the right quality, type and size to meet the needs of the region and support its competitiveness, and create the climate for long-term investment through the efficient use of land resources, including mixed-use developments”.

5.5 Local Planning Policy

5.5.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 establishes that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Winchester District Local Plan Review was adopted in July

2006 and forms the local tier of the Development Plan; as such, although not as up-to-date as the South East Plan, it forms part of the starting point for decision-making.

Winchester District Local Plan Review

Background

5.5.2 The Winchester District Local Plan Review was prepared in general conformity with the Hampshire County Structure Plan 1996-2011 (Review), which has now been superseded following adoption of the South East Plan in May 2009. The Structure Plan, which was adopted in March 2000 set the strategic context for the Local Plan. The Local Plan covers the same period, to 2011.

5.5.3 With the introduction of the Local Development Framework (LDF) system in 2004, Local Plan policies were automatically saved for a 3-year period from adoption of the Local Plan. This period expired on 7 July 2009 but, with the LDF still in preparation, most Local Plan policies have been 'saved' by Direction of the Secretary of State (18 June 2009).

5.5.4 The criteria for extension of saved policies beyond the three year period are set out in PPS12. Saved policies should reflect the principles of local development frameworks and must be consistent with national policy. Paragraph 9.2 of requires that policies to be extended must:

5.5.5 Where appropriate, there is a clear central strategy:

- *"Policies have regard to any sustainable community strategy for the area;*
- *Policies are in general conformity with the regional spatial strategy or spatial development strategy;*
- *Policies are in conformity with the core strategy development plan document (where the core strategy has been adopted);*
- *There are effective policies for any parts of the authority's area where significant change in the use of development of land or conservation of the area is envisaged; and*
- *Policies are necessary and do not repeat national or regional policy".*

5.5.6 In considering extensions to policies, the PPS states that the Government will also have particular regard to policies that support the delivery of housing, including unimplemented site allocations.

5.5.7 The letter from GOSE accompanying the saving direction notes that the extended policies should be read in "context", which is likely to have changed since their adoption. It states that where policies are of some age, it is likely that new national and regional policy and also new evidence will be afforded considerable weight in decisions, particularly given the development plan status of the regional spatial strategy. The letter also brings attention to the importance of reflecting policy in PPS3 and the Housing Green Paper – Homes for the Future: more affordable, more sustainable in relevant decisions.

5.5.8 The policies of the Winchester District Local Plan Review currently remain in use for the determination of planning applications but the LDF will gradually replace various sections of the Local Plan as its various constituent parts are adopted.

Local Plan Strategy

5.5.9 The overall aim of the Local Plan is defined at paragraph 2.15 as:

"To guide development in the District to meet the needs of the local community and the strategic responsibilities imposed on the Local Planning Authority, to ensure that necessary development is located, designed and implemented to protect and enhance the character of its setting, to help sustain a buoyant local economy and to avoid a wasteful use of resources".

5.5.10 The Strategy advises that the Plan adopts a sequential approach to identifying appropriate locations for development. The text advises that where development requirements cannot be met within the existing built-up areas provision has been made for the development of Major Development

Area (MDA) sites, which provide the opportunity for large-scale development to take place on sites that are well related to existing towns, with scope to incorporate features that will help to promote sustainable development. In this regard the Strategy aims:

“To protect the District’s rural character by avoiding the unnecessary loss of countryside, defining clear limits to settlements and avoiding development that would harm the character of the countryside, towns and villages”.

5.5.11 The Local Plan states that during the review process a variety of local needs were identified, notably the need for affordable housing, both for households that cannot afford to buy on the open market, and for those who could move within the housing market if the available property was better suited to their needs. It notes that the high cost of housing in the District and the lack of sufficient affordable housing is leading directly to large numbers of local young people leaving the District and that this can only exacerbate unsustainable patterns of travel and commuting. The Plan therefore seeks to maximise the provision of affordable housing and requires a better mix of housing to cater for future needs.

Housing Strategy

5.5.12 The Hampshire County Structure Plan 1996-2001 (Review) set out the amount of the housing requirement that will be accommodated by new development and redevelopment within existing settlements. A large part of this is allocated to four MDAs within the County at the existing towns of Waterlooville, Eastleigh, Basingstoke and Andover.

5.5.13 The reserve provision was also to be delivered in part by new MDAs, one of which was the Barton Farm site. The release of any of the reserve provision was tightly controlled and subject to annual monitoring revealing a “compelling reason” to bring land forward as determined by joint decision of the local and strategic planning authorities.

5.5.14 In light of the strategic requirements, the Housing Strategy for the District set out in the Local Plan relies on ten principles. These include:

- The implementation of more sustainable patterns of development, placing emphasis on accessibility to local services and facilities, education and employment and public transport;
- The achievement of net residential densities of 30-50 dwellings per hectare as a minimum;
- Resisting development beyond the settlement boundaries, other than in the cases of the implementation of Local Reserve sites for urban extensions allocated in the Plan, the development of sites in accordance with Policy H4 and approved housing “exceptions” schemes to meet proven rural needs;
- Measures to maximise the supply of affordable and special needs housing;
- Measures to increase diversity on the housing stock and to enhance the quality of the residential environment by the consistent application of an urban design, townscape/landscape-led approach;
- The identification of sites at West of Waterlooville and Winchester City (North), in response to the possible need to allocate further housing land, as part of the Hampshire County Structure Plan Review’s “reserve” provision.

5.5.15 Policy H1 of the Local Plan Review set out the following approach to meeting the housing provision targets set out in the Structure Plan:

- i. *“Enabling the construction of 7,295 dwellings in the period from April 1996 to March 2011, of which 5,049 had been completed by March 2006 (leaving about 2,250 dwellings to be completed from April 2006 to March 2011). As part of this total, provision will be made for the comprehensive development of a new community to the west of Waterlooville, incorporating 2,000 new dwellings situated within a defined area, to be the subject of a Master Plan; and*
- ii. *with regard to the additional requirement of the County Structure Plan for the release of a strategic ‘reserve’ housing provision, the Local Planning Authority will identify sites for a*

reserve provision of 1,000 dwellings at West of Waterlooville and 2,000 dwellings at Winchester City (North)”.

5.5.16 In addition to the strategic reserve sites whose release could be triggered to meet housing requirements lying outside the District boundary, the Local Plan Review also made provision for Local Reserve Sites, which could be released if a smaller scale of shortfall in housing supply within Winchester District was identified. Policy H2 identifies the following Local Reserve Sites with estimated capacity as follows:

Pitt Manor, Winchester	200 dwellings
Worthy Road/Francis Gardens, Winchester	80 dwellings
Little Frenchies Field, Denmead	70 dwellings
Spring Gardens, New Alresford	35 dwellings

5.5.17 These sites were allocated by the Local Plan Inspector who expressed reservations regarding the robustness of the City Council’s housing strategy. The sites were allocated to respond to circumstances where the Local Plan fails to secure adequate provision of housing to meet the baseline supply during the Local Plan period.

5.5.18 The reserve sites were allocated through Policy H1 and MDA2 of the Local Plan specifically to meet the reserve component of supply identified by the Hampshire County Structure Plan. The Winchester City (North) allocation for 2,000 dwellings was identified specifically to meet a strategic need to be activated by Policy H4 of the Structure Plan.

5.5.19 Policy MDA2 sets out the mechanism for releasing the site and the criteria to be met by any proposal coming forward:

“A reserve site for a major development area comprising approximately 2000 dwellings and associated physical and social infrastructure is identified on Inset Map 31. Development on this site will only be permitted if the Local Planning Authority is satisfied that a compelling justification for additional housing in the Winchester District has been identified by the strategic planning authorities, and provided that:

- i. a comprehensive Masterplan for the development has been prepared with the opportunity for the full participation and co-operation of the Local Planning Authority, and which has received their endorsement;*
- ii. it secures a high quality of design, and seeks to minimise the use of resources;*
- iii. an environmental and sustainability statement is submitted, demonstrating that interests of acknowledged importance will be protected and any adverse impacts mitigated, or that there is an overriding justification for development to take place in the location and manner proposed;*
- iv. an integrated and balanced mix of housing, employment, recreation, education, social and community facilities is proposed, which contributes towards a sense of identity for the new communities including:*
 - a mix of housing types and sizes, including affordable housing to meet identified local needs;*
 - appropriate employment development, which may include provision for a resource centre for recycling uses to serve the area;*
 - adequate facilities and services to support the new community and to help integrate the development with the adjoining northern suburbs of Winchester. Facilities should include provision for local shopping, including a small/medium sized food-store, education, healthcare and other necessary community facilities;*
 - adequate formal and informal public, private and amenity recreation land /open space;*

- v. *the physical infrastructure necessary to serve the community both on and off-site has been provided or appropriately secured, including:*
 - a. *appropriate access routes to link the development to the transport network for public, commercial and private vehicles, cyclists and pedestrians. Transport provision should:*
 - *encourage greater use of public transport, walking and cycling;*
 - *provide good access for these modes within the site and to local schools, the town centre, and the railway station;*
 - *minimise the impact of traffic from the development on sensitive roads and residential areas; and*
 - *provide parking within the development in accordance with the adopted standards.*
 - b. *adequate improvements to the sewerage and water supply systems, including where feasible the implementation of sustainable drainage systems;*
 - c. *measures to avoid the risk of flooding, both on and off-site, including appropriate siting of buildings, design of drainage systems and measures to alleviate any adverse impacts off-site; in particular the dry valley indicative groundwater flood hazard area identified on Inset Map 31 should be kept free of any built development, including private open space;*
- vi. *the new development is properly integrated with the existing built-up area of Winchester;*
- vii. *arrangements are made to enhance informal public access to the countryside, including:*
 - *the provision of informal recreation land and facilities to the east of the railway line;*
 - *improving and/or extending public footpath, bridleway and cycleway networks in the surrounding countryside;*
 - *taking advantage of strategic landscape planting within and around the site, and other landscape features, to provide informal recreational opportunities and improved public access to the countryside;*
- viii. *the main landscape features of the site are retained and incorporated into the development proposals with appropriate arrangements secured for their long-term management and maintenance including the woodland belt along the Barton Farm ridgeline and other important trees and hedgerow networks. An advanced strategic landscape planting and management scheme should be secured, funded and implemented to reinforce, maintain and enhance the landscape features, both on and offsite, before development commences;*
- ix. *any important nature conservation interests are protected and wherever possible enhanced. An 'appropriate assessment' of the effect of development on the River Itchen, a Special Area of Conservation (SAC) will be required. Opportunities should be taken to strengthen links between these features and others off the site to create a network of wildlife corridors throughout the development. Appropriate long-term management and maintenance arrangements will be required;*
- x. *residential development is phased and implemented in step with the provision of social and physical infrastructure and employment, in accordance with the Masterplan. Countryside policies will continue to apply until such time as the land is required for the development of a new community."*

5.5.20 With regard to more specific requirements of residential development at the Barton Farm site, Policy H5 states that 40% provision should be made for affordable housing and Policy H7 requires:

- i. A range of dwelling types and sizes, with at least 50% of the properties as small one and two bedroomed units;
- ii. Where appropriate the inclusion of types of dwellings known to be in short supply in the District, particularly flats and houses; and
- iii. A net density of 30-50 dwellings per hectare, and potential for higher density close to town centres or public transport corridors.

5.5.21 The Local Plan includes further policies that would be used to assess proposals for residential development. These are set out below.

Landscape

5.5.22 Policy CE.2 seeks to protect Local Gaps from being physically or visually diminished by new development. The accompanying Proposals and Inset Maps include the area of land to the east of the Barton Farm 'MDA' site as a local gap, which is intended to separate Kings Worthy and Headbourne Worthy from Winchester. This is reflected in the supporting text of MDA.2, which states that recreational and informal open space are proposed in this area to maintain its undeveloped character.

Transport

5.5.23 Policy T.1 of the Local Plan deals with the location of new development. It states that proposals likely to attract a large number of trips should be located to minimise travel demand and should be capable of being served efficiently by public transport, cycling and walking. A Travel Plan will be required to accompany planning applications for development that has significant travel implications.

5.5.24 Policy T.2 relates to development requiring a new or improved access, and states that this will be permitted subject to meeting highway safety standards. Policy T3 requires the layout of new developments to encourage low vehicle speeds and the incorporation of measures for the safety of pedestrians and cyclists as well as provision for the efficient operation of bus services within larger developments.

5.5.25 Policy T.5 establishes that where there are transportation objections to a proposed development that would otherwise accord with the policies of the Local Plan, planning permission may be granted if these can be overcome by the funding and provision of appropriate off-site measures to satisfy the Highway Authority.

Town Centres, Shopping and Facilities

5.5.26 The Local Plan Review acknowledges that whilst maintaining a sequential approach to the location of new facilities and services, encouragement will be given for the development of local and district centre facilities serving the residential suburbs of Winchester.

Recreation and Open Space

5.5.27 Where deficient, Policy RT4 requires new development to provide space and facilities for children's play, sports grounds and general use, in accordance with the Local Plan's standard of 2.8 hectares per 1,000 population.

5.5.28 Policy DP.5 requires open space design to be appropriate to the use and character of an area.

General Design Principles

5.5.29 General design criteria is established by Policy DP.3 as follows:

"Development which accords with other relevant policies of this Plan will be permitted, provided it:

- i. makes efficient and effective use of land or buildings;*
- ii. in terms of design, scale and layout, responds positively to the character, appearance and variety of the local environment;*
- iii. keeps parking provision to a minimum;*
- iv. provides for ease of movement and local 'permeability';*
- v. maximises access to public transport;*
- vi. facilitates the development of adjacent sites;*
- vii. does not have an unacceptable adverse impact on adjoining land, uses or property;*

- viii. *includes within the development sufficient amenity and recreational space, appropriate to its size, design and function;*
- ix. *makes appropriate provision for the storage of refuse and recyclables”.*

5.5.30 Policy DP4 states that new development schemes should retain and protect important landscape features, and views and skylines of recognised importance.

5.5.31 Policy DP9 establishes that development proposals should make appropriate provision for the social and physical infrastructure necessary to serve them. In certain cases it will be acceptable for financial contributions to be made in lieu. The policy encourages developers to subscribe to the “Percent for Art” initiative.

Local Development Framework

5.5.32 Winchester City Council is in the process of preparing its Local Development Framework (LDF), to meet the requirements of the Planning and Compulsory Purchase Act 2004.

5.5.33 The main Development Plan Documents (DPDs) to be produced by Winchester City Council to determine the spatial development of the District are the Core Strategy and the Development Management and Allocations DPD. The Core Strategy will set the broad aims and objectives for sustainable development in the District to 2026 and must comply with national and regional planning guidance and policy. The Development Management and Allocations DPD will supplement the Core Strategy, allocating non-strategic sites and providing detail to guide developments.

Core Strategy Preferred Option Paper (May 2009)

5.5.34 The Winchester Core Strategy is currently at the ‘Preferred Option’ stage. This sets out the complete Core Strategy, including detailed wording of policies and proposals, and the allocation of key sites across the District for development over the next 20 years. On 22 April 2009 Full Council gave approval for the Core Strategy Preferred Option to go out for consultation. This took place between 14 May and 3 July 2009 in conjunction with 11 exhibitions staffed by Council Planning Officers held around the District to provide information on the content and role of the Preferred Option.

5.5.35 The responses to the Preferred Option consultation have been published and are being considered for the next stage of the Core Strategy preparation, the pre-submission document, scheduled for Autumn 2010.

The Spatial Strategy

5.5.36 The creation of an inclusive society is one of the Core Strategy’s spatial planning objectives. This is defined as:

- *“Provision of a range of housing types and tenures to address the varied housing needs of the Districts’ population to ensure inclusion by all, whilst reducing carbon emissions.*
- *Provision of the necessary services and support facilities in the right places at the right time, including health, education, cultural, leisure and shopping etc, to ensure our existing and new communities are attractive and safe places to live and work and encourage sustainable transport alternatives that reduce the use of the private car and enable people to live close to where they work.”*

5.5.37 The Core Strategy states at paragraph 4.15 that Winchester Town and the South Hampshire urban area will be the main foci for development in the District. The emphasis is on following a sequential approach to development using primarily previously developed land in the early parts of the Plan period whilst strategic allocations will be delivered thereafter. The principal objectives for development at Winchester Town will be:

“providing for housing growth and maximising opportunities to diversify the economy whilst seeking to reduce commuting levels and respecting the special character of the Town”.

5.5.38 Policy SS1 "Sustainable Development Principles", states that this should be delivered by making the most efficient use of land at the most accessible and sustainable locations. The following principles will apply to all development proposals:

- *"Full regard will be had to environmental assets, scarce resources, constraints and opportunities;*
- *The use of public transport, walking and cycling is encouraged in preference to car use;*
- *Proximity to jobs, services and facilities and in the most accessible locations for transport by non-car modes;*
- *Buildings and spaces promote the character of townscape and setting of settlements and enhance individual and community wellbeing, health and safety;*
- *Existing infrastructure and services must have adequate capacity to serve the new developments, or arrangements are made for appropriate increases in capacity;*
- *Climate change, renewable energy and green infrastructure opportunities and flooding issues are properly addressed".*

5.5.39 Policy SS2 establishes the key requirements that will apply to the major developments in particular:

- *"Provision of a range of housing types, sizes and tenures to meet the needs of each spatial area and the new community, including 40% affordable housing. Densities should average 40 dwellings per hectare (net) with higher densities close to town/local centres and good public transport routes, and lower densities near rural edges or close to sensitive environmental features;*
- *Provision of a full range of social and physical infrastructure including education, health, community, recreation and leisure facilities that meet all the needs of the community in terms of equality and inclusion;*
- *Provision of sustainable transport systems to reduce the need to travel by car, management of the transport system to maximise its efficiency, and investment in new/improved transport infrastructure to meet the needs of the new development. Appropriate opportunities for sustainable travel should be provided, including public transport provision and enhancement, footpaths, cycleways, bridleways, and green corridors. Measures to mitigate the traffic impacts of the proposed development should be included to ensure that the strategic and local road networks can accommodate it;*
- *Maximise the opportunity presented by the development to make a significant contribution towards reducing carbon emissions and water consumption, such as through provision of district heating systems or on-site renewable energy generation;*
- *Achieve a high standard of sustainable design and an attractive and accessible public realm with active street frontages to create safe and attractive environments. The design should reflect local character and create a sense of place, and include elements of public art where these contribute to the identity of the new neighbourhood/community.*
- *Integration with adjoining urban areas to ensure good accessibility to existing centres in an environmentally sound and cost effective manner;*
- *Provision of green infrastructure to mitigate the environmental impacts of the development and improve biodiversity in the area, including a comprehensive network of open spaces and recreational facilities to enhance the spatial qualities of the area, meet the needs of the new community and improve public access to the countryside;*
- *Assessment of the impact on biodiversity, both of the development alone and 'in-combination' with other proposed development. Developments must be designed firstly to avoid harmful impacts, especially on habitats of national and international importance, and to include measures to mitigate local and wider impacts of the development;*
- *Protection and strengthening of locally important landscape features and characteristics so as to minimise the impact on the character of the landscape and intrusion on important views;*
- *Avoidance of inappropriate development in areas identified as being of at risk of flooding. In accordance with the sequential test, appropriate forms of development should be substituted in those parts of the site that are at risk of flooding. Sustainable Drainage Systems (SUDS) must be provided which are fully integrated into the network of multi-functional green spaces, help to enhance local biodiversity, provide open space, and offer flood risk and water quality benefits;*

- *Development of comprehensive masterplans which cover the whole of the development area and clearly demonstrate integration with the surrounding area. Demonstration as to how these development principles will be realised, taking into account local community views. Masterplans should provide indicative layouts showing the disposition and quantity of future land-uses and a three-dimensional indication of the urban design parameters which will be incorporated. Masterplans should include details of structural landscaping, including advance planting where possible;*
- *Demonstration of how the National Air Quality Standards will be met, how the impact of development on any designated Air Quality Management Areas will be addressed, and how other pollution or contamination issues will be dealt with;*
- *Phasing and implementation details, including the timing of provision of infrastructure and community assets, and how they will be maintained and managed”.*

Housing

5.5.40 The Core Strategy makes a number of strategic allocations in the District to ensure delivery of the above development; this includes Barton Farm to the north of Winchester Town. The Core Strategy states at paragraph 5.7 that the preferred spatial vision for the future growth of Winchester Town is based on the concept of development aimed at ensuring that growth deals with matters just beyond meeting housing targets, and is directed towards improving the social and economic well-being of the community.

5.5.41 Paragraph 5.8 establishes that all the options for sustainable growth around the town have been assessed and the site at Barton Farm was found to be “the most appropriate”. The Strategy notes that it is also the only site to have been allocated in its entirety as an MDA in the adopted Local Plan and to have been subject to two recent Public Inquiries, concluding ***“Its soundness for sustainably providing 2,000 dwellings is not therefore in question”***. The supporting text also acknowledges that the site can deliver all the required greenfield housing in one location and enables better infrastructure provision, is in one ownership to ensure deliverability, and can sustainably mitigate environmental impacts.

5.5.42 Policy WT2 ‘Strategic Housing Allocation – Barton Farm’ sets out the main policy requirements of the allocation:

“Land at Barton Farm, Winchester (to the east of Andover Road and south of Well House Lane as shown on the attached plan) is allocated for the development of 2,000 dwellings together with supporting uses. This allocation will only be released when monitoring shows it is needed to meet the requirements of the South East Plan. Any development must accord with Policy SS2 in addition to the following site-specific requirements:

- *The creation of a distinctive, well integrated neighbourhood of Winchester Town which meets the needs of all sectors of the community, including families, the young and older people to ensure equality and social cohesion;*
- *Provision of a new local centre, with a range of shopping facilities to meet locally-generated needs, small-scale employment uses, pre-school facilities, primary education, and serious consideration of the potential to relocate Henry Beaufort secondary school;*
- *Improved accessibility to the town centre and the railway station by sustainable transport systems to reduce the need to travel by car, including public transport provision and enhancement, footpaths, cycleways, bridleways, and green corridors. Include/fund measures to mitigate the traffic impacts of the proposed development on the strategic and local road networks*
- *Provision of land to the east of the railway line to help meet requirements for green infrastructure, which must be accessible for all. This may include recreational space and land to mitigate environmental impacts, where this cannot be provided within the development.*
- *Avoid harmful impacts on water quality, given the proximity of the site to the River Itchen which is designated under European legislation for its nature conservation interest;*
- *Protection and enhancement of landscaping and mature trees along the ridge, Well House Lane, Andover Road and the area to the east of the railway line, along with provision of major new planting, especially to soften the impact of development in views from the north”.*

5.5.43 There are core policies within the Strategy applicable to the Barton Farm allocation that relate to the District as a whole.

5.5.44 Policy CP12 seeks development within the District at an average of 30 dwellings per hectare, though this should be higher within urban areas, as established by Policy SS2. The supporting text encourages developers to refer to 'Building for Life' criteria in order to achieve this.

5.5.45 In respect of housing mix, Policy CP17 states that residential development should provide a range of dwelling types and sizes. The Policy is informed by the Council's Strategic Housing Market Assessment (SHMA) undertaken in 2007, which noted that there will be a substantial growth in the number of 1 person households, most of which will be pensioner households. In line with the SHMA, the Policy states that a significant proportion of 2 and 3 bed family houses should be provided although local circumstances may indicate an alternative approach is more suitable. CP16 states that all new dwellings should meet a wide range of community requirements, including building to Lifetime Homes standards.

5.5.46 In addition to the criteria above, Policy WT1 'Strategy for Winchester Town' states that the development of Barton Farm for 2,000 dwellings should ensure that 40% of these are affordable. This is supplemented by Policies CP18 and CP19, which state that, in relation to affordable housing, a range of types and sizes should be made available with priority given to homes for social rent, normally representing 70% of the overall provision.

Leisure, Sport and Recreation

5.5.47 The approach to the provision of recreational space in the District has been developed in accordance with the Sustainable Community Strategy theme of improving the health and well-being of residents. The strategy has been informed by Hampshire PCT's "Healthy Horizons" strategy published in 2007, which identifies one of its five priorities as "helping people make healthier lifestyle choices", and also the Hampshire Children and Young Person's Plan and the Winchester District Children and Young People's Partnership Plan, which identify sport and leisure provision specifically as a key aspect to reducing childhood obesity

5.5.48 Policy CP1 "Open Space, Sport and Recreation" states that new housing development will be required to make provision for public open space and built facilities in accordance with the standards set out in the Council's "Open Space, Sport and Recreation Study" (2008). This equates to 4ha per 1,000 population and includes a wide range of locally significant types of open space, including natural green space and allotments. In addition, the new built facility standard covers built sport and recreation facilities in the District.

5.5.49 The Policy states that whilst on-site provision of new facilities where feasible will be preferable, financial contributions towards off-site improvements may otherwise be acceptable.

5.5.50 Linked to this issue is Policy CP5, which encourages the provision of "green infrastructure" in Winchester District in line with the Study standards above. Green infrastructure is defined by the supporting text as the physical environment within and between settlements, and comprises multi-functional natural and semi-natural areas including recreational facilities, formal parks, gardens, woodlands, green corridors, waterways, street trees, accessible countryside and even architectural features such as green roofs and garden walls.

Transport

5.5.51 Policy CP2 states that development should be located and designed to reduce the need to travel and that the use of non-car modes should be encouraged through management and improvements to the existing network, and improvements to accommodate additional traffic should be undertaken.

Design

5.5.52 Policy CP11 seeks to ensure that the highest standards of sustainable design are achieved in new development. It states that new development (excluding small domestic applications and changes of use) should be accompanied by a Design Statement setting out the following:

- a. *“How an analysis of the constraints and opportunities of the site and its surroundings have informed the principles of design and how the detailed design responds positively to its neighbours and the local context;*
- b. *How the proposal makes a positive contribution to the local environment and creates an individual place with a distinctive character;*
- c. *How the public realm has been designed to ensure that it is attractive, safe, accessible and well connected to its surroundings;*
- d. *How the accompanying landscape framework has been developed to enhance both the natural and built environment and maximise the potential to improve local biodiversity;*
- e. *How measures to reduce carbon emissions and promote renewable energy and reduce impact on climate change form an integral part of the design solutions”.*

5.5.53 Point ‘e’ is amplified within Policy CP13 “Sustainable Low and Zero Carbon Built Development”, which states that new development proposals should demonstrate how they will contribute to the reduction of carbon dioxide emissions and the generation of renewable energy in the District. Specifically, the Council will require that new residential development should achieve Level 3 of the Code for Sustainable Homes (CSH), except for the water and energy aspects of the Code, where Level 5 standards are required. From 2016 onwards, all housing must meet all aspects of Level 6 of the CSH. In addition, non-residential development that requires an Energy Performance Certificate should meet “BREEAM Excellent” standard from adoption of the Core Strategy and “BREEAM Outstanding” standard from 2012, or the equivalent standards from the “Code for Sustainable Buildings” when launched.

5.5.54 In meeting the above requirements, Policy CP13 states that new developments will be expected to:

1. *“Be designed to maximise energy efficiency and design out the need for energy use by ensuring the building envelope meets the highest standards of energy performance;*
2. *Be designed to cope with expected changes in the local climate over the lifetime of the development;*
3. *Reduce operational waste and enable segregation and recycling.”*

5.5.55 In addition to the above, Policy CP14 sets out the following hierarchy with regard to the use of renewable and decentralised energy systems (in order of preference). The highest level that is suitable and viable for the development should be implemented.

1. *“Connect to combined heat and power (CHP) and District Heating/Cooling networks, with larger schemes (1000 dwellings or more) designed to use District Heating/Cooling networks and provide/contribute to these networks where they do not yet exist.*
2. *Generate at least 20% of their anticipated energy demand on-site.*
3. *Use off-site generation to meet emissions reduction targets as long as the off-site generation is additional capacity.*
4. *If none of the above is possible, contribute to the District Carbon Reduction Fund.*

The City Council is supportive of the generation of renewable and decentralised energy in the District. Specifically, it will:

- a. *Support the creation of CHP/district heating/cooling systems and require that the potential for these should be considered before microgeneration technologies;*
- b. *Require that larger-scale renewable energy developments provide a strong degree of community benefit and/or community ownership”.*

Biodiversity

5.5.56 With regard to Biodiversity, Policy CP6 sets out that new development should protect and deliver net gain for biodiversity. Planning proposals that have the potential to affect priority habitats and/or species will be required to undertake relevant assessments or surveys.

Flooding, Flood Risk and the Water Environment

5.5.57 Policy CP7 establishes the requirements sought by the Council from new development in relation to flooding and the water environment. It states:

“The City Council will support development which:

- *avoids flood risk to people and property by applying the risk based sequential approach and managing flood risk elsewhere;*
- *takes climate change into consideration when looking at flood risk;*
- *improves water quality and ensures source protection zones are protected from potentially polluting activities and helps to meet the Water Framework Directive’s ‘good status’ standard through suitable pollution prevention measures;*
- *includes sustainable water management systems such as Sustainable Drainage Systems (SUDS) and incorporating high standards of water efficiency in the design;*
- *takes into account the capacity of the water supply, drainage and sewerage networks to ensure new development can be accommodated;*
- *Maximises opportunities for biodiversity, green infrastructure and recreational gain in association with the water environment”.*

Landscape

5.5.58 With regard to landscape character, Policy CP8 requires new development to recognise, protect and, where appropriate, enhance the District’s distinctive landscape. In addition, the designation of the South Downs National Park, which falls partially within the District boundaries of Winchester, establishes additional requirements for new development that may affect it to enhance the landscape value and achieve improved public access to the countryside, especially close to towns and villages.

Infrastructure

5.5.59 Policy CP23 sets out that development proposals in the District will be required to provide or contribute towards the infrastructure and services needed to support them. It states that, where appropriate, improvements should be provided on-site but, where off-site provision is required, it should be provided through developer contributions to meet the reasonable costs of providing infrastructure to support the development.

5.5.60 The infrastructure requirements, delivery and funding for the Barton Farm strategic allocation are set out within the Core Strategy Delivery Plan.