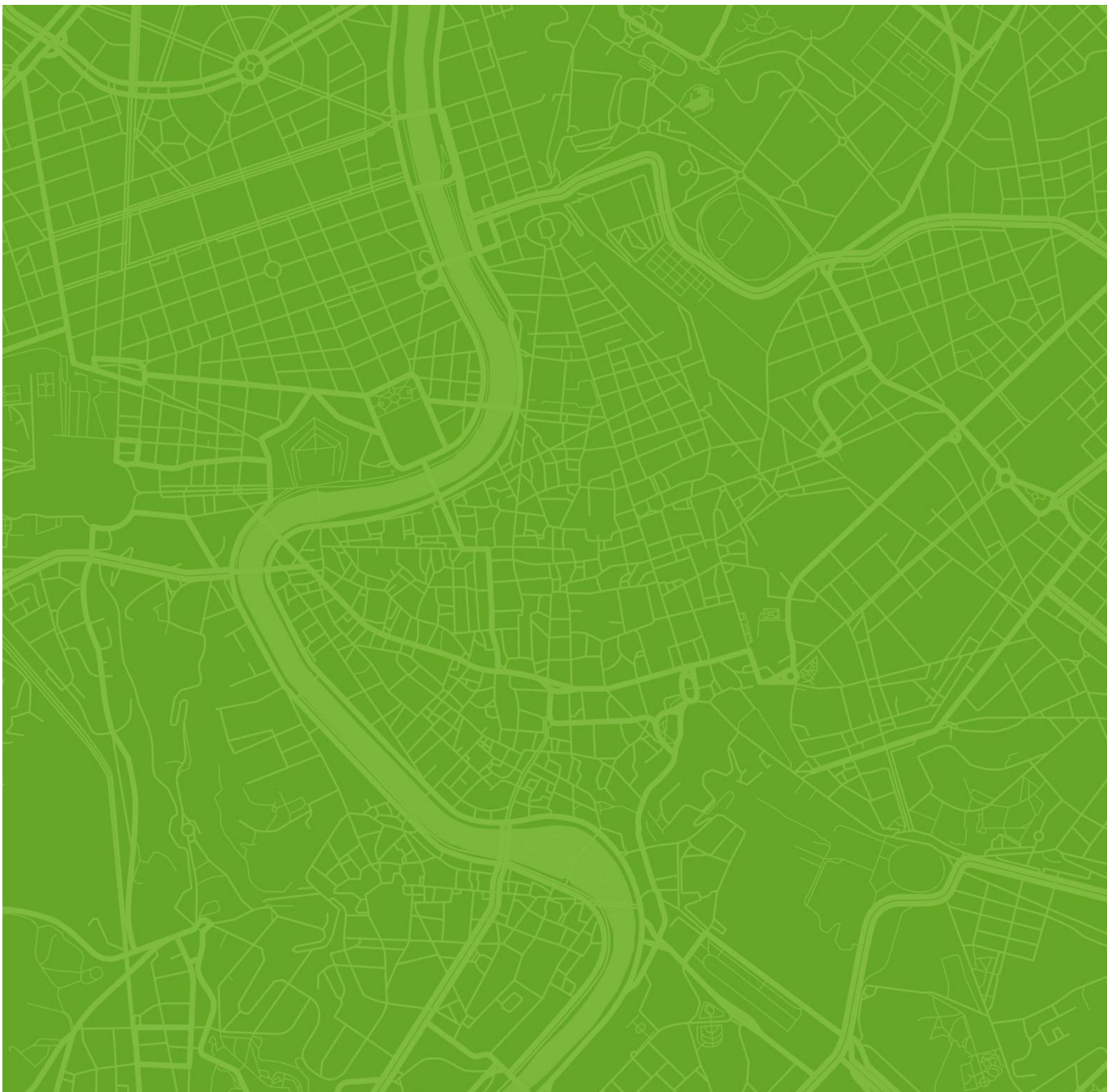


**Winchester City Council**

**Winchester Local Plan**  
**Integrated Impact**  
**Assessment of Strategic**  
**Issues & Priorities Paper**

**Final report**  
Prepared by LUC  
February 2021



**Winchester City Council**

**Winchester Local Plan**  
**Integrated Impact Assessment of Strategic Issues**  
**& Priorities Paper**

Version	Status	Prepared	Checked	Approved	Date
1.	Final	Kieran Moroney Taran Livingston Jon Pearson Karolina Kaczor Olivia Dunham Harry Briggs Sarah Temple	Taran Livingston Jon Pearson	Taran Livingston	15.02.2021

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# Chapter 1

## Introduction

**1.1** Winchester City Council commissioned LUC in May 2020 to carry out an Integrated Impact Assessment, comprising Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment (SEA), Health Impact Assessment (HIA), Equalities Impact Assessment (EqIA) and Habitats Regulations (HRA), of the emerging Winchester district Local Plan. As explained later in this chapter the HIA and EqIA is being presented as part of the SA, therefore, for simplicity within this report we mostly refer just to the SA, which should be taken as incorporating SEA, HIA and EqIA.

**1.2** This report relates to the Strategic Issues & Priorities (SIP) Document for the Winchester City Council Local Plan (February 2021) and it should be read in conjunction with that document.

### The Plan area

**1.3** Winchester district lies within the county of Hampshire in the south of England (see **Figure 1.1**). The district is approximately 66,107 hectares and contains over 50 rural settlements and the administrative / county town of Winchester. The majority of the eastern part of the district is within the South Downs National Park and the National Park Authority rather than Winchester City Council is the local planning authority for the National Park.

**1.4** The largely rural nature of the district means that it is the least populated in Hampshire and there are strong inter-relationships with neighbouring authorities helping to meet the employment, housing, shopping and leisure needs of the district. Portsmouth and Fareham, which lie outside the authority boundaries, are key hubs for residents in the south of the district. Winchester experiences low levels of deprivation and over 30% of the working population hold professional skilled roles. There are some pockets of poorer health most of which are within Winchester Town.

### Outline of the Plan and its objectives

**1.5** Winchester City Council adopted Part 1 of its current Local Plan in March 2013, with Part 2 – Development Management and Site Allocations being adopted by the Council in April 2017. The Denmead Neighbourhood Plan was Made in April 2015 and the Gypsy, Traveller and Travelling Show people DPD was adopted February 2019. Although the current Local Plan was adopted relatively recently, an early review is taking place to ensure that it remains up to date and can meet future development needs up to 2038.

**1.6** The new Local Plan will cover the period to 2038, replace the existing Local Plans, and cover the parts of Winchester district excluding the South Downs National Park, which has its own adopted Local Plan. It will address local housing need, the economy, environmental considerations including climate emergency, community infrastructure as well as strategic infrastructure needs and it has key role with assisting the council moving towards carbon neutrality. The plan will make site specific allocations to meet identified needs of the future. Once the Council has fully engaged with the local community and the Plan has been through all of its formal statutory stages, it will be adopted as the development plan for the district and used to assess planning applications. It should be noted that the public health implications of the COVID-19 pandemic have had a substantial impact on how local planning departments can operate, including in relation to consultation events and the timetable of the preparation of and consultation on the Plan.

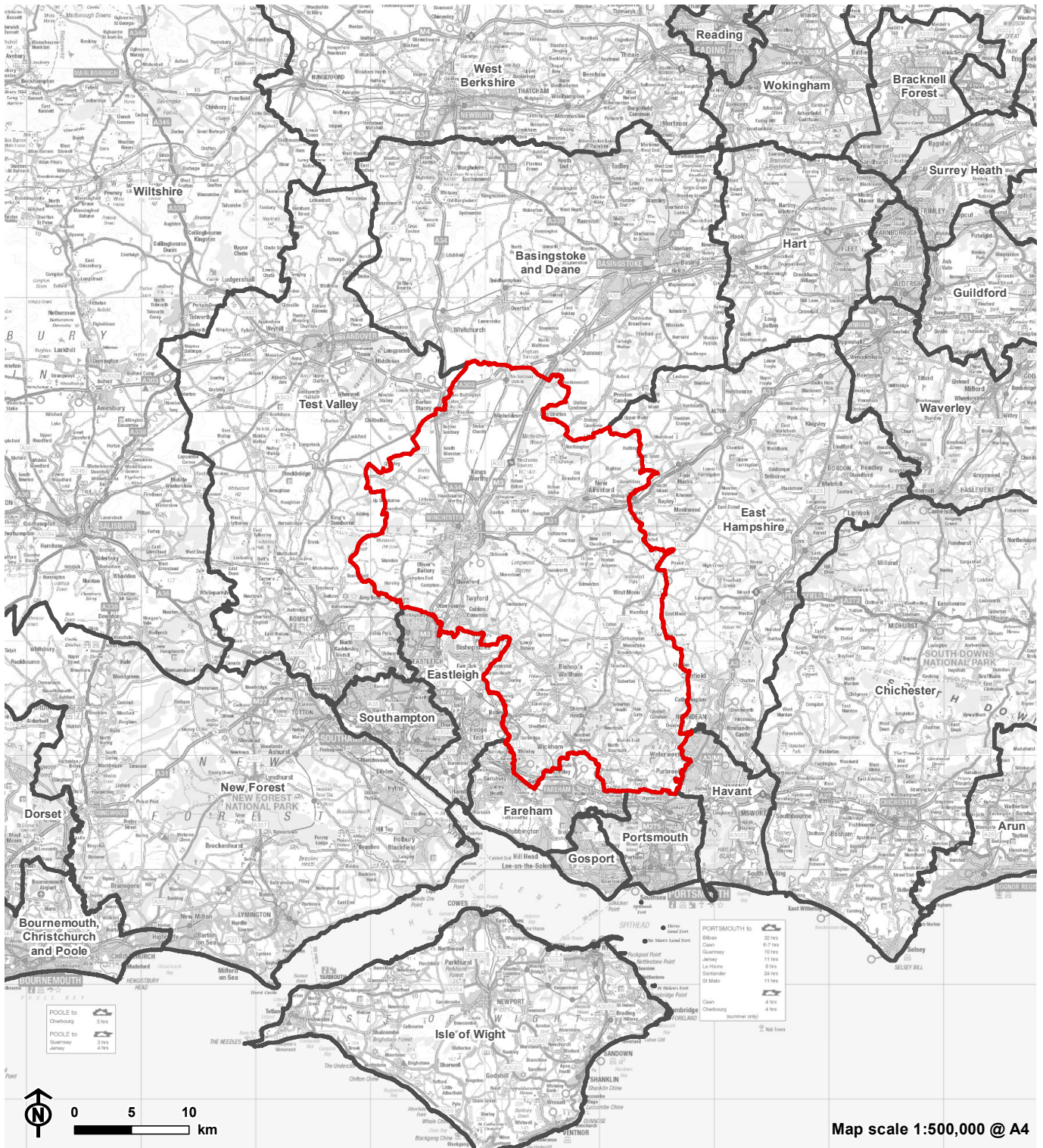
**1.7** The City Council undertook an initial Local Plan launch consultation during the summer of 2018 to gather feedback on key issues of particular concern to residents in Winchester district today and issues that will most likely become prevalent in the coming decades and options for addressing these key issues. It has now prepared the SIP document that is the subject of the current consultation. The purpose of this document is to understand how the Council should go about preparing the Local Plan and how it could implement the proposed changes to the planning system that could be on the horizon. The Council wishes to hear views on how the district should accommodate the homes it needs and what the future strategic vision should be for the

whole of the district outside the National Park. At this stage it is not making choices about its 'preferred option', it is simply presenting a range of questions and inviting comments as an early part of the Regulation 18 process.

**1.8** The SIP document comprises the following main components:

- Local Plan vision and objectives
- Four "options" setting out alternative spatial strategies (please note a more detailed description of each option is provided in **Chapter 5** of this report):
  - Option 1: Distributing development to the sustainable hierarchy of settlements
  - Option 2: Focus development on Winchester
  - Option 3: Strategic allocations or new settlements
  - Option 4: Disperse development in proportion to the size of the existing settlements
- Key issues and priorities under a number of Local Plan policy topic areas:
  - Carbon neutrality
  - Biodiversity and the natural environment
  - Conserving and enhancing the historic environment
  - Homes for all
  - Creating a vibrant economy
  - Promoting sustainable transport and active travel
  - Living well
  - Low carbon infrastructure and Local Plan viability
  - Delivery and success of the Local Plan

**1.9** Since the initial Local Plan consultation, the Council has declared a climate emergency (in June 2019) and is committed to becoming a carbon neutral council by 2024. The ambition for the wider district is that it should become carbon neutral by 2030. All services across the Council have an important part to play and the Local Plan has a key role in helping to reduce carbon emissions. In this respect, it must be recognised that the Local Plan is only one of the tools that will support a reduction in carbon emissions across the district. It cannot achieve this on its own as the Local Plan is primarily a land use document and any proposed policies need to comply with Government requirements on for example, the number of houses that need to be built in the district. Nonetheless, the target of achieving carbon neutrality must be central to the Local Plan-making process and the SA.



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Figure 1.1: Location of District

- Winchester
- Neighbouring local authority

## Sustainability Appraisal and Strategic Environmental Assessment

**1.11** 1.8 Under the Planning and Compulsory Purchase Act 2004, SA is mandatory for Development Plan Documents. For these documents it is also necessary to conduct an environmental assessment in accordance with The Environmental Assessment of Plans and Programmes Regulations 2004 (SI 2004/1633), as amended by The Environmental Assessments and Miscellaneous Planning (Amendment) (EU Exit) Regulations 2018 (SI 2018/1232). As set out in the explanatory Memorandum accompanying the Brexit amendments<sup>1</sup>, they are necessary to ensure that the law functions correctly following the UK's exit from the EU. No substantive changes are being made by this instrument to the way the SEA regime operates. Therefore, the SEA regulations remain in force and it is a legal requirement for the Winchester Local Plan to be subject to SA and SEA throughout its preparation.

**1.12** The requirements to carry out SA and SEA are distinct, although it is possible to satisfy both using a single appraisal process (as advocated in the Government's Planning Practice Guidance<sup>2</sup>), whereby users can comply with the requirements of the SEA Regulations through a single integrated SA process – this is the process that is being undertaken by Winchester City Council. From here on, the term 'SA' should therefore be taken to mean 'SA incorporating the requirements of the SEA Regulations'.

**1.13** The SA process comprises a number of stages as, shown below.

**Stage A:** Setting the context and objectives, establishing the baseline and deciding on the scope.

**Stage B:** Developing and refining options and assessing effects.

**Stage C:** Preparing the Sustainability Appraisal Report.

**Stage D:** Consulting on the Local Plan and the SA Report.

**Stage E:** Monitoring the significant effects of implementing the Local Plan.

## Health Impact Assessment

**1.14** Although not a statutory requirement, Health Impact Assessment (HIA) aims to ensure that health-related issues are integrated into the plan-making process. Sustainability objectives that address health issues have been included as part of the SA process and in this way the HIA of the Winchester district Local Plan is being carried out as part of the SA. Recommendations will be made in relation to how the health-related impacts of the Local Plan can be optimised as the options are developed into detailed policies and site allocations.

## Equalities Impact Assessment

**1.15** The requirement to undertake formal Equalities Impact Assessment (EqIA) of development plans was introduced in the Equality Act 2010 but was abolished in 2012. Despite this, authorities are still required to have regard to the provisions of the Equality Act, namely the Public Sector Duty which requires public authorities to have due regard for equalities considerations when exercising their functions.

**1.16** In fulfilling this duty, many authorities still find it useful to produce a written record of equality issues having been specifically considered. Therefore, an EqIA is being carried out and presented in an appendix to the SA report, setting out how the Local Plan is likely to be compatible or incompatible with the requirements of the Equalities Act 2010. The findings set out in the appendix have been taken into account and highlighted within the main SA report in relation to sustainability objectives covering equality issues.

<sup>1</sup> Explanatory Memorandum to the Environmental Assessments and Miscellaneous Planning (Amendment) (EU Exit) Regulations 2018 No. 1232

<sup>2</sup> Ministry of Housing, Communities and Local Government (last updated 1 October 2019) Planning Practice Guidance: <https://www.gov.uk/guidance/strategic-environmental-assessment-and-sustainability-appraisal>.



## Habitats Regulations Assessment

**1.17** 1.6 The requirement to undertake HRA of development plans was confirmed by the amendments to the Habitats Regulations published for England and Wales in 2007<sup>3</sup>. The currently applicable version is "The Conservation of Habitats and Species Regulations 2017 (SI 2017/1012), as amended by The Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019 (SI 2019/579)"<sup>4</sup> (hereafter referred to as the "Habitats Regulations"). When preparing the Local Plan, the Council is therefore required by law to carry out an HRA. The Council can commission consultants to undertake HRA work on its behalf and this (the work documented in separate HRA reports) is then sent to and considered by the Council as the 'competent authority'. The Council will consider the HRA and may only progress the Local Plan if it considers that it will not adversely affect the integrity of any European site or have a significant effect on qualifying habitats or species for which the European sites are designated for, or if Imperative Reasons of Overriding Public Interest (IROPI) are identified. The requirement for authorities to comply with the Habitats Regulations when preparing a Plan is also noted in the Government's online Planning Practice Guidance (PPG)<sup>5</sup>.

**1.18** The HRA is being undertaken separately but the findings will be taken into account in the SA where relevant, for example to inform judgements about the likely effects of potential development locations on biodiversity.

## Meeting the requirements of the SEA Regulations

**1.19** **Table 1.1** signposts the relevant sections of the SA Report that are considered to meet the SEA Regulations requirements. This table will be included in the SA Report at each stage of the SA to show how the requirements of the SEA Regulations have been met through the SA process.

**1.20** SEA Guidance recognises that data gaps will exist but suggests that where baseline information is unavailable or unsatisfactory, authorities should consider how it will affect their assessments and determine how to improve it for use in the assessment of future plans. Where there are data gaps in the baseline and forthcoming reports, these are highlighted in the text. The collection and analysis of baseline data is regarded as a continual and evolving process, given that information can change or be updated on a regular basis. Relevant baseline information will be updated during the SA process as and when data are published.

## Structure of the SA Report

**1.21** This chapter describes the background to the production of the Winchester district Local Plan and the requirement to undertake SA and other assessment processes. The remainder of this SA Report is structured into the following sections:

- **Chapter 2** describes the approach that is being taken to the SA of the Winchester district Local Plan.
- **Chapter 3** describes the relationship between the Winchester district Local Plan and other relevant plans, policies and programmes; summarises the social, economic and environmental characteristics of the district and identifies the key sustainability issues.
- **Chapter 4** presents the SA findings for the vision and objectives, as contained in the SIP document for the Winchester district Local Plan.
- **Chapter 5** presents the SA findings for the options for the distribution of growth in the District, as contained in the SIP document.
- **Chapter 6** presents the SA findings for the policy options, as contained in the policy topics sections of the SIP document.
- **Chapter 7** presents the conclusions of the SA of the SIP document for the Winchester district Local Plan and describes the next steps to be undertaken.
- **Appendix A** presents the consultation comments received in relation to the SA Scoping Report and explains how they have been addressed. *[Note that the Scoping Consultation ends on 11th August and any revisions necessary to the*

<sup>3</sup> The Conservation (Natural Habitats, &c.) (Amendment) Regulations 2007 (2007) SI No. 2007/1843. TSO (The Stationery Office), London.

<sup>4</sup> The Conservation of Habitats and Species Regulations 2017 (2017) SI No. 2017/1012, as amended by The Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019 (SI 2019/579), TSO (The Stationery Office), London.

<sup>5</sup> UK Government (2019) Guidance: Appropriate assessment [online] Available at: <https://www.gov.uk/guidance/appropriate-assessment>.

*SA framework due to consultation responses received will be made in the final version of this IIA Report prior to consultation on the SIP.]*

- **Appendix B** presents the detailed findings for the EqIA in relation to the vision, objectives, the options for the distribution of growth in the plan area and policy topics in the SIP document.
- **Appendix C** presents a review of relevant plans, policies and programmes.
- **Appendix D** presents baseline sustainability information for the district.

**Table 1.1: Meeting the requirements of the SEA Regulations**

SEA Regulations requirements	Where covered in this report
<b>Preparation of an environmental report in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and geographical scope of the plan or programme, are identified, described and evaluated (Reg. 12). The information to be given is (Schedule 2):</b>	
a) An outline of the contents, main objectives of the plan or programme, and relationship with other relevant plans and programmes.	<b>Chapter 1, Chapter 3 and Appendix C</b> of this SA Report.
b) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme.	<b>Chapter 3 and Appendix D</b> of this SA Report.
c) The environmental characteristics of areas likely to be significantly affected.	<b>Chapter 3 and Appendix D</b> of this SA Report.
d) Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC.	<b>Chapter 3 and Appendix D</b> of this SA Report.
e) The environmental protection, objectives, established at international, Community or national level, which are relevant to the plan or programme and the way those objectives and any environmental, considerations have been taken into account during its preparation.	<b>Chapter 3 and Appendix C</b> of this SA Report.
f) The likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors. (Footnote: These effects should include secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects).	<b>Chapter 4 to Chapter 6</b> of this SA Report.
g) The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme.	<b>Chapter 4 to Chapter 6</b> of this SA Report.
h) An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information.	<b>Chapter 2</b> of this SA Report.

SEA Regulations requirements	Where covered in this report
i) A description of measures envisaged concerning monitoring in accordance with Reg. 17.	Requirement will be met at a later stage in the SA process.
j) A non-technical summary of the information provided under the above headings.	A separate non-technical summary document will be prepared to accompany the SA Report for the 'Publication' (Pre-Submission) version of the Local Plan .
The report shall include the information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different levels in that process to avoid duplication of the assessment (Reg. 12(3)).	Addressed throughout this SA report.
<b>Consultation requirements</b>	
<ul style="list-style-type: none"> <li>■ Authorities with environmental responsibility, when deciding on the scope and level of detail of the information which must be included in the environmental report (Reg. 12(5)).</li> </ul>	<ul style="list-style-type: none"> <li>■ Focussed consultation on the scope and level of detail of the SA carried out with the Environment Agency, Historic England, and Natural England and other key stakeholders for 5 weeks commencing July 2020.</li> </ul>
<ul style="list-style-type: none"> <li>■ Authorities with environmental responsibility and the public, shall be given an early and effective opportunity within appropriate time frames to express their opinion on the draft plan or programme and the accompanying environmental report before the adoption of the plan or programme (Reg. 13).</li> </ul>	<ul style="list-style-type: none"> <li>■ Consultation on the Draft SIP document is taking place between 15<sup>th</sup> February and 12<sup>th</sup> April 2021. The consultation documents are accompanied by this SA Report.</li> </ul>
<ul style="list-style-type: none"> <li>■ Other EU Member States, where the implementation of the plan or programme is likely to have significant effects on the environment of that country (Reg. 14).</li> </ul>	The Local Plan is not expected to have significant effects on other EU Member States.
<b>Taking the environmental report and the results of the consultations into account in decision-making (Reg. 16)</b>	
<p><b>Provision of information on the decision:</b></p> <p>When the plan or programme is adopted, the public and any countries consulted under Reg. 14 must be informed and the following made available to those so informed:</p> <ul style="list-style-type: none"> <li>■ the plan or programme as adopted;</li> <li>■ a statement summarising how environmental considerations have been integrated into the plan or programme and how the environmental report, the opinions expressed, and the results of consultations entered into have been taken into account, and the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with; and</li> <li>■ the measures decided concerning monitoring.</li> </ul>	To be addressed after the Local Plan is adopted.
<p><b>Monitoring</b> of the significant environmental effects of the plan's or programme's implementation (Reg. 17).</p>	To be addressed after the Local Plan is adopted.
<p><b>Quality assurance:</b> environmental reports should be of a sufficient standard to meet the requirements of the SEA Regulations.</p>	This report has been produced in line with current guidance and good practice for SEA/SA and this table demonstrates

SEA Regulations requirements	Where covered in this report
	where the requirements of the SEA Regulations have been met.

## Chapter 2

### Methodology

**2.1** In addition to complying with legal requirements, the approach being taken to the SA of the Winchester Local Plan is based on current good practice and the guidance on SA/SEA set out in the Government's Planning Practice Guidance. This calls for SA to be carried out as an integral part of the plan-making process and **Figure 2.1** sets out the main stages of the plan-making process and shows how these correspond to the SA process.

Figure 2.1: Corresponding stages in plan-making and SA



2.2 The sections below describe the approach that has been taken to the SA of the Winchester district Local Plan to date and provide information on the subsequent stages of the process.

### SA Stage A: Scoping

2.3 The Scoping stage of SA involves understanding the social, economic and environmental baseline for the plan area as well as the sustainability policy context and key sustainability issues and using these to inform the appraisal framework as follows.

### Review other relevant policies, plans and programmes to establish policy context

**2.4** The Local Plan is not prepared in isolation; rather it is prepared within the context of other policies, plans and programmes. The SEA Regulations require the Environmental Report to describe the relationship of the plan with other relevant plans and programmes. It should also be consistent with environmental protection legislation and support attainment of sustainability objectives that have been established at the international, national, and regional/sub-regional levels.

**2.5** A review was therefore undertaken of other policies, plans, and programmes at the international, national, regional and sub-regional levels that were considered to be relevant to the scope of the Local Plan. The review is presented in **Appendix C**.

### Collect baseline information to establish sustainability context

**2.6** Information on existing environmental, social and economic conditions in the plan area provides the baseline against which the plan's effects can be assessed in the SA and monitored during the plan's implementation.

**2.7** Baseline information can also be combined with an understanding of drivers of change that are likely to persist regardless of the local plan to understand the likely future sustainability conditions in the absence of the local plan.

**2.8** The SEA Regulations require the Environmental Report to describe relevant aspects of the current state of the environment and how they are likely to evolve without the plan. An understanding of this likely future, together with the assessed effects of the plan itself, additionally allows the SA to report on cumulative effects, another requirement of the SEA Regulations.

**2.9** The SEA Regulations require assessment of effects in relation to the following 'SEA topics': biodiversity, population, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage (including architectural and archaeological heritage), landscape, and the inter-relationship between these. Baseline information was therefore collected in relation to the SEA topics and additional sustainability topics were also addressed, covering broader socio-economic issues such as housing, access to services, crime and safety, education and employment. This reflects the integrated approach that is being taken to the SA and SEA processes. Baseline information for the district is presented in **Appendix D**.

### Identify sustainability issues

**2.10** The baseline information also allows the identification of existing sustainability issues, including problems as required by the SEA Regulations.

**2.11** Sustainability issues and their likely evolution without the Local Plan Review are detailed in **Appendix D** and summarised in **Chapter 3**.

### Develop the SA framework

**2.12** The relevant sustainability objectives identified by the review of other policies, plans, and programmes together with the key sustainability issues facing the district, identified by the collection and review of baseline information, helped to inform the development of a set of sustainability objectives (the 'SA framework') against which the effects of the plan would be assessed. These objectives also take into account the types of issues that are capable of being affected by the land use planning system.

**2.13** Development of the SA framework is not a requirement of the SEA Regulations but is a recognised way in which the likely sustainability effects of a plan can be transparently and consistently described, analysed and compared. The SA framework comprises a series of sustainability objectives and supporting criteria that are used to guide the appraisal of the policies and proposals within a plan. The SA framework that has been used in this way throughout the plan-making process is presented in **Chapter 3**.

### Consult on the scope and level of detail of the SA

**2.14** Public and stakeholder participation is an important element of the SA and wider plan-making processes. It helps to ensure that the SA report is robust and has due regard for all appropriate information that will support the plan in making a contribution to sustainable development.

**2.15** The SEA Regulations require the statutory consultation bodies (the Environment Agency, Historic England, and Natural England) to be consulted "when deciding on the scope and level of detail of the information that must be included" in the SA report. The scope and level of detail of the SA is governed by the SA framework and the statutory consultees (and the local

authority areas which surround Winchester district) have therefore been consulted on this when it was developed as part of the scoping process for the SA Report<sup>6</sup>. This consultation on the SA Scoping Report was undertaken for a five week period starting July 2020.

**2.16 Appendix A** lists the comments that were received on the SA during this period of consultation and describes how each one has been addressed. In light of the comments received, a number of amendments were made to the review of policies, plans, and programmes, the baseline information, key sustainability issues, the SA framework and the SA assumptions. *[Note that the Scoping Consultation ends on 11th August and any revisions necessary to the SA framework due to consultation responses received will be made in the final version of this IIA Report prior to consultation on the SIP.]*

## SA Stage B: Developing and refining options and assessing effects

**2.17** Developing options for a plan is an iterative process, usually involving a number of consultations with the public and stakeholders. Consultation responses and the SA can help to identify where there may be other 'reasonable alternatives' to the options being considered for a plan.

**2.18** In relation to the SA report, Part 3 of the SEA Regulations 12 (2) requires that:

*"The report must identify, describe and evaluate the likely significant effects on the environment of—*  
*(a) implementing the plan or programme; and*  
*(b) reasonable alternatives, taking into account the objectives and the geographical scope of the plan or programme."*

Schedule 2 (h) of the SEA Regulations requires that the Environmental Report includes a description of:

*"(h) an outline of the reasons for selecting the alternatives dealt with"*

**2.19** The SEA Regulations require that the alternative policies and site allocations considered for inclusion in a plan that must be subject to SA are 'reasonable', therefore alternatives that are not reasonable do not need to be subject to appraisal. Examples of unreasonable alternatives could include policy options that do not meet the objectives of the plan or national policy (e.g. the NPPF) or site allocation options that are unavailable or undeliverable.

**2.20** The SA findings are not the only factors taken into account when determining a preferred option to take forward in a plan. Indeed, there will often be an equal number of positive or negative effects identified by the SA for each option, such that it is not possible to rank them based on sustainability performance in order to select a preferred option. Factors such as public opinion, deliverability and conformity with national policy will also be taken into account by plan-makers when selecting preferred options for their plan.

**2.21** The following sections describe the process that was followed in identifying and appraising options for the Local Plan. The alternative options were identified by the Council based on the most up-to-date evidence. The stages of option development and accompanying SA to date are outlined below.

### Reasons for selecting the alternatives dealt with

**2.22** This section details the Council's reasons for selecting the options for distributing growth in the district that were subject to SA (see **Chapter 5**). In relation to other types of option considered by the SA (i.e. plan objectives and policy options – see **Chapters 4** and **6** respectively), these were developed by the Council in light of up-to-date evidence, national policy and taking into account information received during Local Plan consultation exercises.

**2.23** Winchester district is already subject to a 'spatial strategy' which is set out in the Winchester district Local Plan Part 1. This divides the district into three spatial areas: Winchester Town; the South Hampshire Urban Areas; and the Market Towns and Rural Area. The existing Local Plan covers the period to 2031 and makes provision for the development needed, so much of the development that will be required for the new Local Plan period (to 2038) is already planned. In particular, the three 'strategic

<sup>6</sup> This original scoping process is described in the SA Scoping Report prepared by LUC in July 2020.



allocations' at West of Waterlooville, North Whiteley and North of Winchester still have over 5,000 homes to deliver and there are various smaller allocations that were made in Local Plan Part 2.

**2.24** This 'committed' development (homes built, permitted or allocated since 2018) amounts to around 11,300 dwellings and makes up a substantial part of the new Local Plan's housing requirement. It will be provided in accordance with the existing Local Plan's development strategy, which 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). Therefore, a starting point for the options to distributing growth in the district is to continue with the existing development strategy over the new Local Plan period (2018-2038).

### Option 1

**2.25** Option 1 carries forward the distribution of housing for the three spatial areas defined in the existing plan but increases the overall amount of development to 700 dwellings per annum so that the current Standard Methodology<sup>7</sup> requirement of 692 dwellings per annum can be met. This would involve the delivery of a substantial amount of development at the South Hampshire Urban Areas. The scale of growth to be provided at the South Hampshire Urban Areas reflects an approach which seeks to build on the sustainability credentials of the existing allocations in this location at North Whiteley and West of Waterlooville. At these locations, housing and employment development and new services are presently planned for and under construction. The presence of constraints in these areas, however, may mean that all of this new housing requirement cannot be met in these locations and would have to be provided elsewhere in the south of the district.

**2.26** While the final housing requirement for the district is not yet known, this assumption is expected to provide at least the minimum number of homes that will be required. For consistency, the same overall housing target is used for all of the options, which are mainly concerned with the distribution of development between different areas. The components of the housing requirement are capable of being adjusted as necessary once the overall requirement is fixed.

### Option 2

The City Council has declared a 'climate emergency' and a significant way in which the Local Plan can help reduce carbon emissions is through the location of new development. Accordingly, option 2 has been developed so as to focus new development towards Winchester itself and other larger and more sustainable settlements as a means of reducing the need to travel. Winchester has the best range of jobs, facilities and services to enable people to avoid long journeys and to use walking and cycling more easily and is best served by public transport. Option 2 increases the scale of development that is directed towards Winchester by 25% above the existing Local Plan's provisions because it is the most sustainable settlement in the district.

**2.27** A lesser amount of development is to be provided in the South Hampshire Urban Areas. This is likely to mean that, compared to option 1, there is reduced need to accommodate development in the south of the district away from the existing strategic allocations at West of Waterlooville and North Whiteley, where there is access to a range of existing and planned for facilities and some public transport. This option will also result in a smaller amount of development at the relatively new community of Whiteley, where some services and facilities are still being delivered. The remaining settlements, at which development would be provided, fall within the Market Towns and Rural Area. In this area the target is increased by about 10% on the current Local Plan provision to 2,750. This is 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 setting of which will need to be protected as development is delivered.

### Option 3

**2.28** The National Planning Policy Framework (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 development strategy includes three 'strategic allocations' at West of Waterlooville, North Whiteley and Barton Farm (Kings Barton) and these will continue to provide housing for the next 10-15 years. These sites will be completed during the new Local Plan period so an option to growth in the later part of the Plan period and beyond could be to identify a new strategic site.

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<sup>7</sup> In line with government guidance published 16 December 2020

**2.29** 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. Therefore, the option of a new strategic allocation within the south of the district is not included at this stage, as it is not yet known whether one is needed with Winchester district to help meet wider South Hampshire needs, or where it would be located. The options presented in the Strategic Issues and Priorities document relate to meeting the needs of Winchester district, not the unmet needs of neighbouring authorities, as these are not yet clear. If it is necessary and appropriate to provide for any needs from neighbouring authorities, proposals will be put forward at future stages of the Local Plan process. Only the central/northern part of the district is considered as a potential location for a strategic scale site.

**2.30** Any site considered for a strategic allocation must be capable of being delivered (the NPPF defines this as "To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years"). The Strategic Housing and Employment Land Availability Assessment (SHELAA) shows that there are only a small number of areas of land large enough to form a strategic allocation in this part of the district. Under option 3, the majority of additional development would be allocated to one of these areas. Major new development of this type would take many years to plan before starting to deliver housing, so it is expected that this option could only deliver about 1,700 dwellings during the Local Plan period to 2038, but it would provide a focus for development that would continue into future plan periods. In other locations in the district development would be limited to existing commitments and an allowance for windfall development.

#### Option 4

**2.31** The above options are considered by the Council to explore all the 'reasonable alternatives' for concentrating development in particular ways, either in the larger / intermediate settlements, or by a new strategic allocation. While it may be possible to adjust the requirements for each area/settlement slightly, all the main options for concentrating development are covered within options 1 to 3. However, an alternative option could be to disperse development to a wider range of settlements, rather than to concentrate it in different locations.

**2.32** Therefore, option 4 sets out a 'dispersed' development strategy which distributes development 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 and avoid long journeys and to use walking and cycling as/more easily than focussing development on the largest settlements.

**2.33** This option takes account of the substantial scale of existing commitments, particularly in the existing strategic allocations. These are taken into account before the remaining development is dispersed. Development is to be provided to be roughly in proportion to the existing size of settlements (reflecting the percentage of the district population the settlements currently contain), although the exact figures for each individual settlement and the settlements at which new development would occur have not been finalised through this option. The dispersal of development is also to reflect the level of facilities currently provided at the more rural settlements. This option would set housing targets for possibly an additional three to six villages that do not have them in the current Local Plan. Development is to be provided at locations where it might be possible to support new or improved public transport provision and local facilities.

**2.34** The four options selected are believed to cover all the 'reasonable alternatives' for developing a spatial strategy. While there could be variations within them, the Council has not identified any completely separate strategies that could be worked up for consultation. Account has been taken in developing the options, to the nature and location of the sites that have been put forward as being available for development through the SHELAA. The Strategic Issues and Priorities consultation does, however, provide the opportunity for other options to be suggested and these, or a hybrid of the four options considered, may then need to be assessed.

#### Appraisal methodology

**2.35** Reasonable alternative options to distributing growth in the district and policy options for the Local Plan were appraised against the SA objectives in the SA framework (see **Table 3.2** in **Chapter 3**), with symbols being attributed to each option to indicate its likely effects on each SA objective as shown in **Figure 2.2**. Where a potential positive or negative effect is uncertain, a question mark was added to the relevant symbol (e.g. +? or -?) and the symbol was colour coded in line with the potential positive, negligible or negative effect (e.g. green, yellow, orange, etc.).

**2.36** The likely effects of options need to be determined and their significance assessed, which inevitably requires a series of judgments to be made. The appraisal has attempted to differentiate between the most significant effects and other more minor effects through the use of the symbols shown in **Figure 2.2**. The dividing line in making a decision about the significance of an effect is often quite small. Where either (++) or (--) has been used to distinguish significant effects from more minor effects (+ or -) this is because the effect of an option or policy on the SA objective in question is considered to be of such magnitude that it will have a noticeable and measurable effect taking into account other factors that may influence the achievement of that objective.

**Figure 2.2: Key to symbols and colour coding used in the SA**

++	Significant positive effect likely
++/-	Mixed significant positive and minor negative effects likely
+	Minor positive effect likely
+/- or +/-	Mixed minor or significant effects likely
-	Minor negative effect likely
-/+	Mixed significant negative and minor positive effects likely
--	Significant negative effect likely
0	Negligible effect likely
?	Likely effect uncertain

### SA Stage C: Preparing the Sustainability Appraisal report

**2.37** This SA Report describes the process that has been undertaken to date in carrying out the SA of the Winchester district Local Plan.

**2.38** The SA Report sets out the findings of the Local Plan objectives, policy options and options for the distribution of growth in the plan area. Likely significant effects, both positive and negative, have been presented, taking into account the likely secondary, cumulative, synergistic, short, medium and long-term and permanent and temporary effects.

**2.39** These findings are set out in **Chapter 4** to **Chapter 6** of this SA Report. The SA Report also makes recommendations for improvements and clarifications that may help to mitigate negative effects and maximise the benefits of the options for the distribution of growth in the plan area and the policy options.

### SA Stage D: Consultation on the Local Plan and the SA Report

**2.40** Information about consultation on the SA that has already taken place at earlier stages of plan-making has been provided above.

**2.41** Winchester City Council is now inviting comments on the SIP document for the Winchester district Local Plan and this SA Report. These documents are being published on the Council's website at the same time as the Council is consulting on the SIP document. Consultation comments on this SA Report will be taken into account in the remaining stages of the SA.

### SA Stage E: Monitoring implementation of the Local Plan

**2.42** Recommendations for monitoring the likely significant social, environmental and economic effects of implementing the Winchester Local Plan will be included in later stages of the SA.

## Difficulties and data limitations

**2.43** The SEA Regulations, Schedule 2(8) require the Environmental Report to include:

“...a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information.”

**2.44** A number of difficulties and limitations arose in the course of the Regulation SA and these are outlined below

**2.45** At this stage, it is considered appropriate to report on the data limitations identified as the report was prepared:

- Some of the data which is available at the national and district level is based on the reporting of 2011 census. This data allows for comparisons to be made between the district and national performance in relation to number of indicators, however it recognised that data is now relatively old considering the timings of the national census.
- Data on non-designated heritage assets of archaeological interest does not exist for the district at present. These assets can often only be confirmed following further, more detailed assessment involving surveys / investigations. The initial identification of development site options which might have the potential to contain remains of equivalent significance to scheduled sites, is something that Winchester district's heritage team has raised as not being possible presently, due to capacity issues.
- Winchester City Council does not currently have a List of Local Heritage at Risk; this is something that the Council's Heritage Team are hoping to prepare in due course.
- Evidence regarding number of areas and number of homes that are not connected to mains sewers in the district is currently not available.

**2.46** Where data limitations have been identified, if relevant updates sources become available at a later stage of the SA process, they will be used to update the baseline evidence for the appraisal work.

## Chapter 3

### Sustainability context

3.1 Schedule 2 of the SEA Regulations requires:

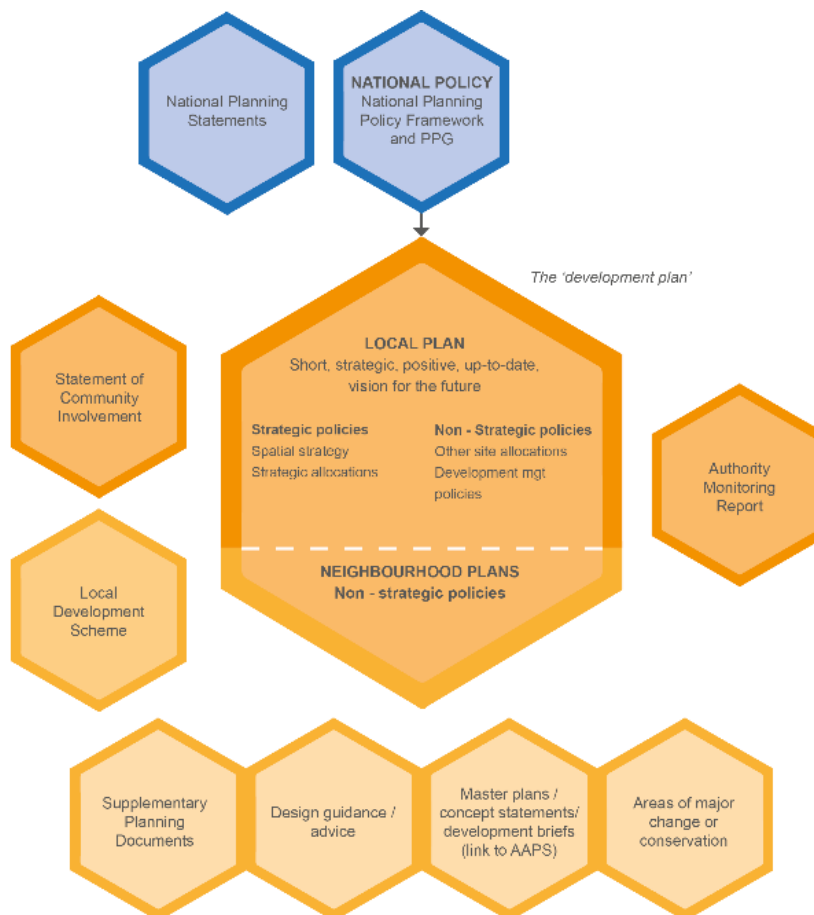
- (a) *“an outline of the contents and main objectives of the Plan and its relationship with other relevant plans or programmes” and*
- (e) *“the environmental protection objectives established at International, Community or Member State level, which are relevant to the plan and the way those objectives and any environmental considerations have been taken into account during its preparation”*

3.2 An outline of the Plan is provided in **Chapter 1**. The other reporting requirements are met in this chapter.

#### Relationship with other relevant plans or programmes

3.3 The Winchester Local Plan is not prepared in isolation and must be in conformity with a range of international and national plans and programmes as show in **Figure 3.1** below. In addition, the Local Plan comprises any ‘made’ Neighbourhood Plans within the district (such as the Denmead Neighbourhood Plan) and is supported by other documents such as the Statement of Community Involvement, Local Development Scheme, Authority Monitoring Report and Supplementary Planning Documents.

Figure 3.1: Local Plan relationship with other relevant plans or programmes



## Policy context

**3.4** This section sets out the policy context within which the Local Plan must operate in relation to the various sustainability themes covered by the SA. This context informs consideration of what constitute reasonable alternative policy options for the Plan as well as the framework of sustainability objectives against which the plan has been appraised. A more detailed review of the relevant documents is provided by topic heading in **Appendix C**.

**3.5** It should be noted that the policy context is inherently uncertain as the current framework outlined here is likely to change in response to a number of key factors:

- **Brexit** - Following the United Kingdom's (UK) departure from the European Union (EU) on 31 January 2020, it entered a transition period which ended on 31 December 2020. From 1 January 2021, directly applicable EU law no longer applies to the UK and the UK is free to repeal EU law that has been transposed into UK law. Relevant EU legislation has still been referred to in this report but will be removed as and when UK legislation is amended.
- **COVID-19** – The COVID-19 pandemic has led to far-reaching changes to society in the UK and around the world. Which of these changes will continue in the long term is unknown and will depend on a variety of factors, notably progress in developing a vaccine to combat the disease. Potential implications for planning and development include Government measures to re-start the economy via support for housebuilding and infrastructure development; changes to permitted development rights; increased remote working and reduced commuting and related congestion and air pollution; increased prioritisation of walking and cycling over public transport; and increasing pressure to ensure satisfactory living standards are set and enforced.

- Planning for the Future White Paper – The August 2020 consultation sets out proposals for the reform of the planning system in England, covering plan-making, development management, development contributions, and other related policy proposals. Potential implications include reducing the period of a Local Plan period to 10 years; a move towards a zonal planning system with areas of England allocated as either Growth Areas; Renewal Areas or Protected Area; and the abolition of Community Infrastructure Levy (CIL) and Section 106.

**3.6** It is also possible that UK and sub-national climate change policy may change as public awareness and prioritisation of the threat of climate change grows, as illustrated by the increasing number of local authorities, including Winchester district, that have declared a climate emergency.

### International policy context

**3.7** At the international level, there is a wide range of plans and programmes which act to inform and shape national level legislation. Planning policy in England at a national and local level (i.e. the NPPF and Local Plan) should be aware of and in conformity with the relevant legislation. The main sustainability objectives of international plans and programmes which are of most relevance for the Local Plan and SA are provided in **Appendix C**.

### National policy context

**3.8** There is an extensive range of national policies, plans and programmes that are of relevance to the Local Plan preparation and SA process. A pragmatic and proportionate approach has been taken with regards to the identification of key national policies, plans and programmes, focusing on those that are of most relevance. A summary of the main objectives of the National Planning Policy Framework and Planning Practice Guidance of relevance to the Local Plan and SA is provided below. In addition, the main sustainability objectives of other national plans and programmes which are of most relevance for the Local Plan and SA are provided in Appendix C.

#### The National Planning Policy Framework and Planning Practice Guidance

**3.9** The National Planning Policy Framework (NPPF)<sup>8</sup> is the overarching planning framework which provides national planning policy and principles for the planning system in England. The Local Plan Review must be consistent with the requirements of the NPPF, which states:

*“Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings.”*

**3.10** The National Planning Practice Guidance (PPG)<sup>9</sup> sets out the Government’s planning policies for England and how these are expected to be applied. Sitting alongside the NPPF, it provides an on-line resource that is updated on a regular basis for the benefit of planning practitioners.

**3.11** The overarching nature of the NPPF means that its implications for the SA relate to multiple topics which this report seeks to address. Considering the importance of the NPPF to the English planning system, the relevance of the Framework and its implications for the plan making process and the SA is provided in more detail below. It should be noted that between January and March 2021 the Government is consulting on draft revisions to the NPPF<sup>10</sup> in response to the Building Better Building Beautiful Commission “Living with Beauty” report. The consultation is also seeking views on the draft National Model Design Code<sup>11</sup>, which provides detailed guidance on the production of design codes, guides and policies to promote successful design. Further details on the consultation are available on the [Government website](#).

**3.12 Climate change adaption and mitigation, energy efficiency and waste minimisation** measures for new development including through the promotion of renewable energy schemes are also supported through the NPPF. One of the core planning principles is to “support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal

<sup>8</sup> Ministry of Housing, Communities and Local Government (2019) National Planning Policy Framework

<sup>9</sup> Ministry of Housing, Communities and Local Government (2019) Planning Practice Guidance

<sup>10</sup> Ministry of Housing, Communities and Local Government (2020) National Planning Policy Framework (Draft text for consultation)

<sup>11</sup> Building Better, Building Beautiful Commission (2020) Building Better Building Beautiful Commission “Living with Beauty”

change. It should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.” Furthermore, local planning authorities should adopt a proactive approach to mitigate and adapt to climate change, taking full account of flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures.

**3.13** Although Local Plans can no longer require levels of the Code for Sustainable Homes, they can promote the Home Quality Mark to support residents in understanding the quality and performance of new build homes and can also set targets for developers to provide for a given percentage of energy used by a new development to come from on-site renewable or low carbon technologies. Local Plan policies can further support the development of renewable energy technologies where appropriate, in line with climate change mitigation strategies and targets.

**3.14** The Local Plan can also identify areas where development would have lesser impacts in terms of its contribution to climate change (by limiting the need for site residents and users to travel, for example) or vulnerability to climate change. The SA can consider the contribution the alternatives make in terms of contribution to climate change mitigation as well as climate change adaptation.

**3.15** In relation to **health and wellbeing**, healthy, inclusive and safe places which promote social integration, are safe and accessible, and enable and support healthy lifestyles are supported through the Framework.

**3.16** One of the core planning principles is to “take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community”. It is identified in the document that “a network of high quality open spaces and opportunities for sport and recreation is important for the health and well-being of communities”. Furthermore, the retention and enhancement of local services and community facilities in villages, such as local shops, meeting places, sports, cultural venues and places of worship is supported. Importantly, Local plans should also “contain policies to optimise the use of land in their area and meet as much of the identified need for housing as possible”.

**3.17** The delivery of new housing is considered to support local communities by meeting housing needs and addressing shortages. The Local Plan can have a significant influence on addressing inequalities including those relating to health and will need to consider the appropriate siting of new development, particularly large development sites that are likely to include new service and facility provisions. The Local Plan can ensure that new development is located in areas which can improve accessibility for existing as well as new residents and ensure that future development does not exacerbate existing inequalities. The SA process can support the identification and refinement of options that can contribute to reducing inequalities and support the development of policy options that cumulatively improve the wellbeing of local communities.

**3.18** The NPPF sets out the approach Local Plan should take in relation to **biodiversity** states that Plans should “identify, map and safeguard components of local wildlife-rich habitats and wider ecological networks, including the hierarchy of international, national and locally designated sites of importance for biodiversity; wildlife corridors and stepping stones that connect them; and areas identified by national and local partnerships for habitat management, enhancement, restoration or creation”. Plans should also promote conservation, restoration and enhancement of priority habitats and species, ecological networks and support measurable for multi-functional areas and net gains for biodiversity. A strategic approach to maintaining and enhancing networks of habitats and green infrastructure is to be supported through planning policies.

**3.19** The Local Plan should seek to maximise any opportunities arising for local economies, communities and health as well as biodiversity. This should be inclusive of options which are supportive of enhancing the connectivity of green infrastructure and promoting the achievement of biodiversity net gain. The SA process should support the identification and maximisation of potential benefits through the consideration of alternatives and assessment of both negative and positive significant effects.

**3.20** In relation to **landscape**, the NPPF includes sets the planning principles of recognising the intrinsic beauty and character of the countryside as well as protecting and enhancing valued landscapes. Reference is included with regards this purpose at National Parks, The Broads and Areas of Outstanding Natural Beauty.

**3.21** The Local Plan should be supportive of an option to development which would protect the landscape character of the district with particular consideration for the special character of the South Downs National Park. Where appropriate it should also seek to protect the individual identities of the district’s settlements, with regard for the potential coalescence. The SA should identify those alternatives which contribute positively to landscape character, while avoiding the most significant impacts on the setting of the National Park.



**3.22** The NPPF states that in relation to the **historic environment** plans should “set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats”. . Where appropriate, plans should seek to sustain and enhance the significance of heritage assets and local character and distinctiveness, while viable uses of assets should be considered. Plans should take into account the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring. They should also consider the contribution the historic environment can make to the character of a place.

**3.23** The NPPF states that new and existing development should be prevented from contributing to, being put at an unacceptable risk from, or being adversely affected by, pollutions including **water pollution and air quality**. Inappropriate development in areas at risk of **flooding** should be avoided. Plans should take a proactive approach to mitigating and adapting to climate change, taking into account implications for water supply. Furthermore, strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision infrastructure for water supply and wastewater.

**3.24** The Local Plan presents an opportunity to consider incorporating targets for water efficiency and the level of water consumption and grey water recycling in any new development. The Local Plan also can ensure that development is sited away from areas of high flood probability and that appropriate water drainage is in place in line with flood risk strategies. The SA process should seek to identify and address potential negative effects on the water environment, including implications relating to wastewater.

**3.25** The NPPF states that planning system should protect and enhance **soils** in a manner commensurate with their statutory status or quality, while also encouraging the reuse of **previously developed land**.

**3.26** The Local Plan can seek to ensure the appropriate protection of soil quality, including best and most versatile agricultural land. Further to this the Local Plan should ensure that new development does not conflict with current mineral operations as well as long-term mineral resource plans. The SA process should inform the development of the Local Plan by helping to identify alternatives which would avoid the areas of highest soil quality and best and most versatile agricultural land, as well as those which would promote the use of brownfield land.

**3.27** The Local Plan can offer enhanced protection for designated and non-designated heritage assets and their settings, including any potential archaeological finds in line with heritage protection and enhancement plans. The SA has a role to play by identifying which alternatives could offer opportunities to secure the protection and enhancement of assets as well as those which might have significant impacts in terms of their appropriate use and setting.

**3.28** The Framework sets out that in terms of **economic growth** the role of the planning system is to contribute towards building a “strong, responsive and competitive economy” by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation. There is also a requirement for the planning system to identify and coordinate the provision of infrastructure. Furthermore, planning policies should address the specific locational requirements of different sectors.

**3.29** Local planning authorities should incorporate planning policies which “support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation”. Local Plans are required to “set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration.”

**3.30** The Local Plan should seek to maximise the potential benefits of nearby strategic growth, whilst at the same time ensuring the vitality and viability of smaller localised economies. Ensuring that local town centres and settlement services and facilities are maintained and enhanced is also important and will also provide support for local communities. The SA process can support the development of the Local Plan to ensure that its policies are considerate of impacts on the economy in Winchester. The process can also be used to demonstrate that impacts on the viability of town centres in the area and surrounding areas have been considered.

**3.31** The NPPF encourages local planning authorities to consider **transport** issues from the earliest stages of plan making so that: opportunities to promote sustainable transport are identified and pursued; the environmental impacts of traffic and transport infrastructure can be identified and assessed; and opportunities from existing or proposed transport infrastructure and changing transport technology and usage are realised. The framework also states that the planning system should actively manage growth patterns in support of these objectives.

**3.32** Growth will inevitably increase traffic on the roads which also has implications for air quality, and the Local Plan and SA process can seek to minimise effects of this nature through appropriately siting new development, identifying where mitigation may be needed and requiring the necessary transport provisions and contributions from new development. The Local Plan as supported by the SA should seek to identify opportunities to maximise the potential for alternative modes of transport to the car and reduce the need to travel, therefore reducing emissions, through the consideration of alternatives and assessment of significant effects. This includes potential opportunities that may arise as a result of the delivery of new infrastructure.

#### Other national policies, plans and programmes

**3.33** Numerous other policies, plans and programmes at a national level are of relevance to preparation of the Local Plan and the SA. Unlike the NPPF, most of the documents are focussed on a specific topic area which the SA will consider. There will be some overlap between SA topics covered by these plans and programmes where those documents contain more overarching objectives. However, the plans and programmes considered of most relevance for the SA have been grouped by the topics they most directly seek to address, and green boxes below each topic heading summarise the implications of the national PPPs (including the NPPF) for the Local Plan and SA.

#### *Climate change adaptation and mitigation, energy efficiency and waste minimisation*

**3.34** The relevant national PPPs under this topic are:

- Defra, The National Adaptation Programme and the Third Strategy for Climate Adaptation Reporting: Making the country resilient to a changing climate (2018).
- Department for Transport, Decarbonising Transport: Setting the Challenge (2020).
- Defra and the Environment Agency, Understanding the risks, empowering communities, building resilience: The National Flood and Coastal Erosion Risk Management Strategy for England (2011).
- Ministry of Housing, Communities and Local Government, National Planning Policy for Waste (NPPW) (2014).
- Defra, Waste Management Plan for England (2013).
- HM Government, The Clean Growth Strategy (2017).

**Implications for the Local Plan and SA:** The Local Plan should consider setting out policies to achieve climate change and adaptation while also encouraging development which would help to minimise carbon emissions. This can be done through siting development allocations in areas where sustainable transport patterns can be best achieved and encouraging development to make use of more sustainable construction methods and sources of energy. The Local Plan should also contain policies to encourage appropriate use of SuDS and handling of waste in line with the waste hierarchy.

The SA can test policy options in relation to the contributions they make towards these aims. It should also appraise the contribution individual site options can make to limiting carbon emissions (including through the uptake of more sustainable sources of energy). Sites should also be considered in terms of the impact they will have in terms of promoting climate change adaptation as well as reducing flood risk and the amount of waste that goes to landfill.

#### *Health and well-being*

**3.35** The relevant national PPPs under this topic are:

- Public Health England, PHE Strategy 2020-25.
- HM Government, Laying the foundations: housing strategy for England (2011).
- Ministry of Housing, Communities and Local Government, Planning Policy for Traveller Sites (2015).

**Implications for the Local Plan and SA:** The Local Plan, in conjunction with the Infrastructure Delivery Plan, needs to consider the need for infrastructure as this has a significant impact on the environment and it should be prepared to ensure that the population has access to sustainable low carbon infrastructure and services and facilities and that there is

sufficient capacity within them to serve the increased population. This should include healthcare, education and open space. Development allocations should be located in areas where facilities are most accessible, issues of overcapacity would be less likely to result, and active modes of travel might be promoted. Policies in the Local Plan can also help to facilitate the supply of healthy local food. The provision of an appropriate level of housing over the plan period will help address issues of disparity in terms of access to decent housing in the plan area. The provision of new housing should be considerate of local needs with regards to housing size, tenure and type, including the needs of Travellers.

Policy options considered for the Local Plan can be tested through the SA in relation to the contributions they make towards these aims. The SA should also appraise the contribution individual site options can make to health and wellbeing. This should be considered through the site's ability to support the delivery of new infrastructure and facilities which might benefit public health, as well as accessibility to existing infrastructure and facilities of this nature. It may be necessary to consider the capacity of existing facilities when considering individual site options. Consideration should also be given to the capacity of sites to deliver new homes, including affordable homes.

#### *Environment (biodiversity/geodiversity, landscape and soils)*

The relevant national PPPs under this topic are:

- Defra, A Green Future: Our 25 Year Plan to Improve the Environment (2018).
- Defra, Biodiversity 2020: A strategy for England's wildlife and ecosystem services (2011).
- Defra, Biodiversity offsetting in England Green Paper (2013).
- Defra, Safeguarding our Soils – A Strategy for England (2009).

**Implications for the Local Plan and SA:** The Local Plan should be prepared to limit the potential for adverse impacts on biodiversity and geodiversity as well as important landscapes (including those that are designated) and higher value soils. The plan area provides setting for the South Downs National Park and contains a number of internationally and nationally important biodiversity sites which will need to be protected through planning policy. The plan should also take into account non-designated landscapes identified to be particularly sensitive to development and non-designated habitats which form part of wider ecological network. The plan also presents opportunities to promote the achievement net gain in biodiversity. It can also be used to encourage the re-use of brownfield land and protect more valuable agricultural soils from development. Benefits may be achieved by directing development to less sensitive locations. The allocation of new sites for development and updated planning policy can also be used to achieve habitat connectivity through the provision of new green infrastructure.

It will be role of the SA to test the policy options in terms of the effect they will have on biodiversity sites and habitats as well as value landscapes. The effects of these options in relation to promoting the development of brownfield land and limiting the loss of valuable agricultural soils should also be appraised. Site options should be considered in these terms also, making use of the findings of the HRA and landscape character assessment work where appropriate.

#### *Historic environment*

**3.36** The relevant national PPPs under this topic are:

- The Heritage Alliance, Heritage 2020.
- Historic England, Corporate Plan 2018-2021.
- Historic England, Sustainability Appraisal and Strategy Environmental Assessment: Historic England Advice Note 8 (2016).

**Implications for the Local Plan and SA:** The potential impact of new development on the historic environment, including local character as well as designated and non-designated heritage assets and their respective settings should also inform the preparation of the Local Plan. Particular regard may be given to protecting heritage assets which have been identified as being 'at risk' (both at the national and local level). Policies should be included to address these issues and site options should be considered with regard to the potential for related issues.

The SA should appraise both policy and site options in terms of the potential for effects on the historic environment. It should identify those locations at which development would have the greatest potential to adversely impact the historic environment, as informed by heritage impact assessment work for the Local Plan.

#### *Water and air*

**3.37** The relevant national PPPs under this topic are:

- Environment Agency, Managing Water Abstraction (2016).
- Defra, Water White Paper (2012).
- Defra, Clean Air Strategy (2012).

**Implications for the Local Plan and SA:** The Local Plan should consider setting out policies to promote the efficient use of water and limit all types of pollution including water and air pollution. It should also seek to limit pressure on the wastewater treatment (WwT) infrastructure and water supply. The allocation of sites for development should take account of areas which have highest sensitivity in relation to these issues, including Source Protection Zones (SPZ) and Air Quality Management Areas (AQMA). To limit the potential for air quality issues to be intensified as development is delivered over the plan period the Local Plan should also factor in the contribution specific site options can make to achieving modal shift and limiting the need for residents to travel.

The contribution policy options can make to achieving these aims can be tested through the SA. Individual site options can be considered in relation to particular sensitivities of the WwT infrastructure and other identified areas (such as SPZs and AQMAs).

#### *Economic growth*

**3.38** The relevant national PPPs under this topic are:

- HM Government, Industrial Strategy: building a Britain fit for the future (2017).
- Infrastructure and Projects Authority, National Infrastructure Delivery Plan 2016-2021.
- LEP Network, LEP Network response to the Industrial Strategy Green Paper Consultation (2017).

**Implications for the Local Plan and SA:** The Local Plan should allocate land to support the projected level of economic growth required over the plan period. Local Plan policies should be included to help promote sustainable economic and employment growth to benefit all members of the community as to reduce disparity in the plan area. This should include support for the infrastructure required for the economy to function successfully. Local economic growth should be considered in the light of wider economic growth of the local LEPs (Enterprise M3 and Solent LEPs). Employment sites should be located to enable local people to be able to access the new employment opportunities. Local Plan policies may also seek to promote the viability of Winchester Town Centre as well as the district Centres.

The SA can test individual site and policy options in relation to the contribution they can make to achieving these aims. Employment site options should be appraised in terms of the contribution they can make to meeting the employment land requirements of the district as well as the access residents would have to the employment opportunities delivered.

#### *Transport*

**Implications for the Local Plan and SA:** The potential for reducing the need to travel, limiting congestion and associated benefits for air quality and climate change as well as public health should inform the preparation of the policies for the Local Plan and its site allocations. The Local Plan can also be supportive of more sustainable modes of transport including active travel. This may include support for the infrastructure necessary for electric vehicles/e-bikes. Furthermore, the selection of site options for development should be informed by issues such as the potential for access to new and existing public transport nodes and active transport routes and specific highways capacity issues. The selection of individual site options should also be informed by their proximity to essential services and facilities which is likely to reduce the need for residents to regularly travel long distances.

The SA should be used to test policy and site options in terms of the contribution they can make to making transport choices more sustainable in the district. As well as testing site options in terms of limiting the need to travel in Winchester, policy options should be tested with regard the contribution they make to the uptake of more sustainable transport options, such as walking and cycling and public transport.

### Sub-national policy context

**3.39** Below the national level there are further plans and programmes which are of relevance for the Local Plan and SA process. These plans and programmes sit mostly at the sub-regional, county and district level. Details of those plans and programmes which are of most relevance at this level are provided in **Appendix C**.

### Surrounding development plans

**3.40** Development in the district will not be delivered in isolation from those areas around it. Given the interconnection between Winchester and the surrounding areas there is potential for cross-boundary and in-combination effects where development is proposed through development plans in neighbouring authorities. As such, a summary of the following plans for local authority areas which surround the district is also provided in **Appendix C**.

- Test Valley Borough Local Plan 2011-2029 (2016).
- Basingstoke and Deane Local Plan 2011 to 2029 (2016).
- East Hampshire District Local Plan: Joint Core Strategy (2014).
- South Downs National Park Local Plan (2019).
- Havant Borough Core Strategy (2011).
- The Portsmouth Plan (2012).
- Fareham Local Plan Part 1: Core Strategy (2011).
- Eastleigh Borough Local Plan 2016-2036 (2018).
- Partnership for South Hampshire Strategy (in preparation).

### Baseline information

**3.41** Baseline information provides the context for assessing the sustainability of proposals in the Local Plan and it provides the basis for identifying trends, predicting the likely effects of the plan and monitoring its outcomes. Baseline data must be relevant to environmental, social and economic issues, be sensitive to change and should ideally relate to records that are sufficient to identify trends.

**3.42** Schedule 2 of the SEA Regulations requires that the Environmental Report includes descriptions of:

*“(2) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme.”*

*“(3) The environmental characteristics of areas likely to be significantly affected.”*

**3.43** Schedule 2(6) of the SEA Regulations requires the likely significant effects of the plan on the environment to be assessed in relation to: biodiversity; population; human health; fauna; flora; soil; water; air; climatic factors; material assets; cultural heritage including architectural and archaeological heritage; landscape; and the inter-relationship between these. As an integrated SA and SEA is being carried out, baseline information relating to other ‘sustainability’ topics has also been included, for example, information about housing, social inclusiveness, transport, energy, waste and economic growth.

**3.44** Information on existing environmental, social and economic conditions in the plan area provides the baseline against which the plan’s effects can be assessed in the SA and monitored during the plan’s implementation. Baseline information can also be

combined with an understanding of drivers of change that are likely to persist regardless of the Local Plan to understand the likely future sustainability conditions in the absence of the local plan.

**3.45** The baseline information is presented in **Appendix D**.

### Key sustainability issues

**3.46** Key sustainability issues for Winchester were originally identified through a scoping process in 2007 for the adopted Winchester district Local Plan Part 1. These issues were reviewed as part of the SA Report for the Local Plan Part 2. These issues have been reviewed again and revised in light of the updated policy review and baseline information and to reflect views obtained from stakeholders at the Scoping Workshop held virtually on 17<sup>th</sup> June 2020. The key issues identified through the analysis of the baseline, policy context and the consultation workshop with stakeholders are summarised in **Table 3.1**.

**3.47** It is also a requirement of the SEA Directive that consideration is given to the likely evolution of the environment in the plan area (in this case Winchester district) if the new Local Plan was not to be implemented. This analysis is also presented in the second column of **Table 3.1** in relation to each of the key sustainability issues.

**3.48** The information in **Table 3.1** shows that, in general, the current trends in relation to the various social, economic and environmental issues affecting Winchester would be more likely to continue without the implementation of the new Local Plan, although the policies in the adopted Winchester Local Plan would still go some way towards addressing many of the issues. In most cases, the new Local Plan offers opportunities to directly and strongly affect existing trends in a positive way, through an up-to-date plan which reflects the requirements of the NPPF.

Table 3.1: Key sustainability issues for Winchester and likely evolution without the Local Plan

Key sustainability issues for Winchester	Likely evolution without the Local Plan
Climate change mitigation and adaptation	
<p>There is <b>a need to significantly reduce the district's carbon dioxide emissions</b> (to help meet the Climate Emergency targets and the Paris Climate Change Agreement), by:</p> <ul style="list-style-type: none"> <li>■ Reducing journeys by private car. Transport is the largest contributor to carbon dioxide emissions in Winchester. However, this will be challenging given the rural nature of the majority of the district and current levels of in and out commuting by car between the larger settlements to the south of the district (Eastleigh, Southampton, Fareham, Portsmouth).</li> <li>■ Increasing use of renewable energy sources. There is an opportunity to focus on the 29% of the district that is not already connected to mains gas.</li> </ul>	<p>Carbon emissions arise from a number of sources and the general decreasing trend is likely to continue due to the priority being placed on this at a national level and through Climate Emergency declarations by local authorities. The adopted Local Plan Part 1 already contains a number of policies that seek to encourage reductions in carbon emissions associated with the new residential and commercial development required to meet growth in the district. Policy CP11 requires new residential developments to achieve Code Level 5 of the Code for Sustainable Homes (the Code) for energy, where practical and viable. . The Government's response to the consultation on The Future Homes Standard confirmed that local planning authorities retain powers to set local energy efficiency standards for new homes in the immediate term; the longer term role of local planning authorities in determining energy efficiency standards will be clarified in due course, as part of the wider planning reforms set out in draft in the Planning White Paper. The requirement for Local Plan policies to address this issue may, however, be reduced by the 2021 uplift in Part L of the Building Regulations and Future Homes Standard which are also set out to promote energy efficiency standards in new homes.</p> <p>Further policies in the adopted Local Plan Part 1 which are likely to help mitigate climate change include Policy CP10 which states development should be located and designed to reduce the need to travel; Policy CP12 which encourages the development of renewable and decentralised energy schemes; and Policy CP10 which requires a high quality of design at new developments including measures to reduce impact on climate change. Furthermore, Policy DM16 in the Local Plan Part 2 is supportive of new design which utilises principles of energy efficient design, including through layout, orientation and passive solar gain.</p> <p>The new Local Plan offers the opportunity to update these policies to meet the current circumstances of the district in light of new development and updated growth requirements. It also provides the opportunity to incorporate new policies to help achieve the aims of the recently declared climate change emergency, including those that would set local energy efficiency standards for new homes. Policies should contribute to the achievement of carbon neutrality in the district by 2030. In addition, the new Local Plan can help to deliver the aims of the Winchester Movement Strategy which include increased capacity of Park and Ride</p>

Key sustainability issues for Winchester	Likely evolution without the Local Plan
	<p>facilities, bus priority on key radial routes into the city centre, and improved pedestrian and cycling provisions through reallocation of road space.</p>
<p>The <b>effects of climate change in the district are likely to result in extreme weather events (e.g. intense rainfall and flooding, prolonged high temperatures and drought) becoming more common and more intense.</b> Climate change is therefore likely to affect habitats and species and how people live, work and play. Opportunities exist for nature-based solutions such as carbon sequestration, flood retention, shading etc.</p>	<p>The adopted Local Plan Part 1 through Policy CP15 is supportive of development that incorporates a net gain in green infrastructure which allows for adaptation to climate change. In addition to linking areas of biodiversity which the policy is directly supportive of, promoting green infrastructure can contribute to flood alleviation, improved water quality, reduced soil erosion and temperature regulation including through shading. Policy CP17 seeks to reduce the potential for increases in flood risk as a result of the location of new development and encourages the use of SuDS.</p> <p>Whilst the Local Plan Review will not directly influence extreme weather events, it can build upon the approach of current planning policy to ensure adaptation through design and better response to current circumstances. Benefits might include making positive use of shading from tree planting, which can also help to secure protection against the effects of extreme rainfall. It will also be important to promote the principles of multi-functional green infrastructure as well as promotion of water conservation and recycling at new development. The new Local Plan also presents the opportunity, alongside national measures, to mitigate the effects of potential future flooding and locate development in sustainable locations that would not be significantly impacted by flooding. It can also strengthen an approach which ensures development incorporates design measure which promote flood resilience. This may include the use of flood resilient materials and permeable surfaces where appropriate as well as encouraging the provision of green, blue and brown roofs at new development</p>
<p>Population, health and wellbeing</p>	
<p>Like all parts of the South East, new homes are needed in the district to meet forecast population growth. Winchester has <b>significantly higher unaffordability in its house prices than the average for England and Wales</b>, reflecting the high number of residents who commute to London for work. Rental prices in the district are the most expensive outside London. High house sale and rental prices will make it increasingly difficult for younger people and people with lower incomes to enter the property market and continue the trend for workers in lower paid jobs in Winchester City commuting in from Southampton, Eastleigh, Fareham and other settlements to the south of the district. Housing stock in the district is generally very good across all sectors, although there are instances of poor property energy efficiency in some types of housing, for instance those without mains gas in rural areas. There is continued need in the district for</p>	<p>Trends in house prices will be influenced by a number of factors, many of which are outside of the control of the Local Plan. Policy CP1, Policy CP2, Policy CP3, Policy CP4 and Policy CP5 in adopted Local Plan Part 1 seek to address the delivery of new homes in Winchester. This includes affordable homes, accommodation for Gypsies, Travellers and Travelling Showpeople and housing to the specific needs of the district, such as housing for older people and people with disabilities.</p> <p>The new Local Plan offers the opportunity to facilitate a range of affordable housing and expedite the delivery of affordable housing. The new Local Plan can also be used to respond to the evolving evidence relating to the housing needs of the district, including that relating to housing mix.</p>



Key sustainability issues for Winchester	Likely evolution without the Local Plan
<p>housing of different types and tenure suitable for older people, families and the Gypsy and Traveller community.</p>	
<p>While Winchester's population is generally healthier and happier than the regional and national averages, <b>issues of social isolation have been identified for parts of the district</b>, in particular the urban rather than rural areas. There is also <b>health disparity between the most and least deprived areas of the district</b>. The percentage of adults classified as overweight or obese and prevalence of obesity among Year 6 students is significantly better than the national and regional averages. Levels of hospital admissions directly relating to obesity are lower than the national average, and levels of physical activity are higher, therefore this trend should be encouraged to continue.</p>	<p>The topic of health is intertwined with many policies throughout the adopted Local Plan Part 1 and the adopted Local Plan Part 2. This includes Policy CP6, Policy CP7 and Policy CP15 in the Local Plan Part 1 which seek to provide new or improved community facilities, recreational facilities, open spaces and green infrastructure. Policy CP10 of the Local Plan Part 1 is supportive of development that encourages active travel in the district. Further protection for open spaces and requirements for new open space provision is provided through Policy DM5 and Policy DM6 in the Local Plan Part 2.</p> <p>The new Local Plan could further contribute to tackling issues of isolation, health and wellbeing and general health disparities through policies that strongly support uptake of active modes of transport. access to green space, community facilities, improved public realm and other recreation opportunities, an in particular in more deprived areas.</p>
<p>The settlements of Bishops Sutton, Boarhunt, Colden Common, Crawley, Denmead, Durley, Headbourne Worthy, Kings Worthy, Northington, Old Alresford, South Wonston, Waltham Chase, Wickham and Wonston have all been identified as having <b>a net deficiency in open space</b> when considering all typologies. This is also the case for the following parts of Winchester City: Harestock, Oliver's Battery, St Barnabus Ward, St Luke's Ward, and St Paul's Ward.</p>	<p>Policy CP7 of the adopted Local Plan Part 1 supports the improvement and extension of open space and recreation facilities in the plan area. This policy also sets out a presumption against the loss of open space, sports and recreation facilities.</p> <p>An updated assessment of open space facilities is currently underway and the new Local Plan presents an opportunity to help address any existing deficiencies in terms of access to open space in the plan area as new development occurs. This may be achieved by ensuring that large scale development delivers new high-quality open spaces where applicable. The new Local Plan should also continue an approach which helps to resist the loss of viable open spaces through development, unless alternative facilities would be provided or the community benefit of the development outweighs the harm of loss of that facility.</p>
<p>While there is a <b>good walking/cycling/bridleway network</b> within the district and South Downs National Park a number of important routes between Winchester City and the National Park, including the South Downs National Trail, as well as Pilgrims Trail and St Swithuns Way. However, walkers have to cross <b>the M3, which presents a barrier</b> to accessing these routes from the City.</p>	<p>Policies CP13 and CP15 of the adopted Local Plan Part 1 seek to ensure that the public realm is designed to be safe and accessible and includes walking and cycling routes. New development should be integrated well with the green network/grid, including rights of way.</p> <p>The new Local Plan presents an opportunity to consider the multi-functionality of green infrastructure network in way that ensures connectivity between the walking, cycling and bridleway network as well as the safety and attractiveness of these routes for users. Routes should continue to be linked to the wider green infrastructure network as development occurs in the plan area. Where development is set out in the</p>

Key sustainability issues for Winchester	Likely evolution without the Local Plan
	plan to occur in proximity to the M3 there may be opportunities to address the issue of connectivity for rights of way across this route.
Equalities	
<p>The population in Winchester is expected to see the <b>highest levels of growth amongst older age groups</b>. This will have implications for the economy, service provision, accommodation and health.</p>	<p>Without the new Local Plan it is likely that services and facilities will still be delivered. Population growth and demographic change is accounted for through many policies within the Local Plan Part 1. This includes Policy CP6 which supports new and improved community facilities and services. Furthermore, Policy CP2 addresses housing mix, including the needs of an ageing population and people with disabilities.</p> <p>However, it is less likely that provision supported through these policies will be in appropriate locations, or of sufficient quality and quantity to keep pace with the updated demands of particular groups. The new Local Plan offers an opportunity to deliver the required services and facilities in a coherent, sustainable manner alongside new development. It is also an opportunity to refresh the approach of to addressing housing needs of specific groups in the district, including older people.</p>
<p>While Winchester is one of the 20% least deprived districts in England, <b>there are two wards in Winchester City that are within the 30% most deprived areas in England</b>, including being within the 20% most deprived in terms of educational attainment, and the 30% most deprived in terms of low income and the proportion of the working age population involuntarily excluded from the labour market including those affected by sickness or disability, or caring responsibilities. Nevertheless, for the district as a whole <b>only around 7.7% (1,500) children live in low income families, and 7.8% of all households in the district were fuel poor in 2018</b>, slightly lower than the figure for South East of England (7.9%), which has the lowest fuel poverty levels in England. Therefore, inequalities exist that need to be addressed.</p>	<p>Policy CP1, Policy CP2, Policy CP3, Policy CP4 and Policy CP5 in adopted Local Plan Part 1 seek to address the delivery of new homes in Winchester. This includes affordable homes, accommodation for Gypsies, Travellers and Travelling Showpeople and housing to the specific needs of the district, such housing for older people and people with disabilities. Policies in adopted Local Plan Part 1 and Local Plan Part 2 (most notably Policies CP8, CP9 and DM7) will help to ensure an appropriate level of economic development occurs in the district, with particular support for identified key local sectors. They also seek to support the viability and vitality of the town centres. It is likely to that approach of these policies will help to ensure accessibility to a wide range of employment opportunities for residents which will help to address deprivation. The protection of services and facilities of importance to the community is provided through Policy CP6 in the adopted Local Plan Part 1. Furthermore, Policy CP12 of the adopted Local Plan Part 1 is supportive of the generation of renewable and decentralised energy in the district to include combined heat and power (CHP) and district heating which are identified to have a strong degree of community benefit and/or community ownership. It is expected that such an option could help to address fuel poverty in the plan area.</p>

Key sustainability issues for Winchester	Likely evolution without the Local Plan
	<p>The new Local Plan presents the opportunity to facilitate and expedite the delivery of housing including affordable housing to help address the issue of affordability and other barriers to housing in the plan area. The new Local Plan will also provide opportunities to incorporate policy which can better address the economic needs of the plan area considering the evolving situation in the district. Policies can also be drafted to meet the changing needs of the plan area in terms of access to services and facilities and more efficient energy sources which benefit the wider community.</p>
Economy	
<p>Winchester is <b>generally seen to be an economically affluent area</b> and the area has a higher average wage than the regional and national average. Winchester City is particularly important to the district's economic growth and provides employment opportunities for the surrounding areas. The <b>plan area needs to ensure a future supply of jobs and continued investment to maintain these trends</b>, as well as meeting the Enterprise M3 and Solent Strategic Economic Plans which aim to deliver economic growth through focussing on high value sectors, such as digital and data technologies and a clean growth economy, but also to tackle the pockets of deprivation, particularly within Winchester Town.</p>	<p>Changes to the job market without the implementation of the Local Plan Review are difficult to predict. Some degree of change is inevitable, particularly given the uncertainties posed by Brexit and the economic impact of the coronavirus pandemic. Policy CP8 and Policy CP9 of the Local Plan Part 1 seek to ensure economic development and diversification in Winchester particularly within the five key economic sectors of public administration and business services, land based industries, tourism and recreation, knowledge and creative industries and retail. Support is provided for working from home and the loss of existing or allocated employment land and floorspace is to be resisted. The Local Plan Part 2 through Policy DM7 addressed the viability and vitality of town centres.</p> <p>The new Local Plan offers the opportunity to create new high value jobs and safeguard local jobs through the allocation and promotion of new employment land and employment generating uses. There is also an opportunity to achieve the promotion of and further sustainable diversification of the rural economy. The new Local Plan presents a further opportunity to facilitate the opportunities for all sectors of the local community to work from home. As part of its approach to addressing disparity in the district, the new Local Plan should seek to promote access and opportunity to employment for all.</p>
Transport, air quality and noise	
<p>There are <b>issues of traffic congestion and air quality, particularly in Winchester City, where an AQMA has been designated</b>. An additional AQMA also lies adjacent to the district to the south within Eastleigh. The rural character of much of the district and the importance of Winchester and urban areas outside of the district for local employment opportunities means that it will be challenging to reduce air pollution from vehicular sources.</p>	<p>Impacts on air quality in the absence of the new Local Plan Review is in part unknown. Air quality within the centre of Winchester Town will be influenced by the potential to alleviate congestion towards the town centre where an AQMA has been declared. Furthermore, the presence of the M3 through the district means that it accommodates a high volume of through traffic. This route passes into the AQMA almost adjacent to Winchester's southern boundary within Eastleigh. Policy CP10 of the Local Plan Part 1 seeks to reduce demands on the transport network, manage existing capacity efficiently and secure investment</p>

Key sustainability issues for Winchester	Likely evolution without the Local Plan
	<p>to make necessary improvements. This policy and Policy DM19 in the Local Plan Part 2 seek to minimise air pollution and protect air quality as well as reduce the need to travel in the district. The Council is consulting on a new Air Quality Supplementary Planning Document (SPD) at the same time as the SIP document. The SPD will seek to reduce air pollution in the in and around Winchester by setting clear criteria for new developments.</p> <p>The new Local Plan presents the opportunity to locate new development in more sustainable locations that limit the potential for reliance on private vehicles, to the benefit of local air quality. Recent national policies and the emergence of new technologies (such as improved electric vehicles, e-bikes and cleaner fuels/energy sources) are likely to help reduce the release of air pollutants. Nonetheless, the new Local Plan provides additional opportunity to contribute to improved air quality in the district through the promotion of alternative travel modes to the motorised vehicle, in line with national policy aspirations. The Local Plan can also support the uptake of electric vehicles and e-bikes by ensuring the incorporation of the required charging infrastructure at new development.</p>
Land and water resources	
<p>Although the district has <b>very little of the highest grades of agricultural land, the large areas of Grade 3 agricultural land are a significant asset to the district</b>, and new development and climate change put pressure on the availability and productivity of such soils.</p>	<p>The Local Plan Part 1 sets out the development strategy and principles for the district. This includes making efficient use of land within existing settlements and prioritising the use of previously developed land in accessible locations. Furthermore the NPPF supports the re-use of brownfield land and states that planning policies and decisions should contribute to and enhance the natural and local environment by <i>“recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land”</i>.</p> <p>The new Local Plan provides an opportunity to strengthen the approach and to ensure that these natural assets are not lost or compromised. This may involve the prioritisation of use of brownfield sites and lower quality agricultural</p>
<p>The district contains <b>safeguarded mineral resources which, where possible, should not be lost or compromised</b> as new development occurs.</p>	<p>Policies and proposals for the development of mineral resources and sustainable waste management across Hampshire including Winchester district are included in the Hampshire Minerals and Waste Plan (2013).</p>

Key sustainability issues for Winchester	Likely evolution without the Local Plan
	<p>However, without the new Local Plan it is possible that development could result in unnecessary sterilisation of mineral resources thereby preventing their use for future generations.</p>
<p>Water resources are limited, and <b>the district is in serious water stress</b>, which is predicted to get worse under climate change.</p>	<p>Without the Local Plan Review it is possible that unplanned development could be located in areas that could lead to further water quantity. However, existing safeguards, Policy CP17 of the Local Plan Part 1 and Policy DM19 of the Local Plan Part 2 seek to prevent development which would cause unacceptable impact on water quantity.</p> <p>The new Local Plan will provide the opportunity to ensure that development is located and designed to take into account the sensitivity of the water environment to water stress and promote water efficiency and grey water recycling.</p>
Water quality	
<p>Some <b>waterbodies in the district are not achieving 'good' overall status under the Water Framework Directive</b> (Candover Brook, Monks Brook, the Moen, Upper Hamble and Upper Wallington have 'moderate' status while Bow Lake is 'bad'), and the most important groundwater resources in the district are at 'poor' status. Ground water resources in the district are amongst the most sensitive in the region and are highly vulnerable to pollution.</p> <p>Development coming forward through the local plan must also be compliant with the Habitats Regulations and the Wildlife and Countryside Act 1981, and assessment will be required against the condition status of SSSIs and conservation objectives of international sites.</p> <p>Pollution from surface water runoff from both agricultural and urban areas can occur during extreme weather events which are more likely to occur with climate change. Increased levels of nitrogen and phosphorus input to rivers in Winchester district from agricultural sources or from wastewater from existing housing and other development are adversely affecting water quality in some of those rivers, including the River Itchen SSSI and SAC. These nutrients are also reaching the Solent and causing eutrophication, which is adversely impacting the Solent's protected habitats and bird species. <b>The requirement for all new housing developments to achieve 'nutrient neutrality' is currently constraining housing delivery in the district as planning permissions are unable to be issued without a Grampian condition.</b></p>	<p>Without the Local Plan Review it is possible that unplanned development could be located in areas that could lead to further water quality issues. However, existing safeguards, such as the EU Water Framework Directive, would help to reduce the potential for this to occur. Development which occurs within Source Protection Zones presents the risk of contamination from any activities that might cause pollution in those areas. Policy CP17 of the Local Plan Part 1 and Policy DM19 of the Local Plan Part 2 seek to prevent development which would cause deterioration to water quality as well as that which results in unacceptable levels of water pollution and Policy CP17 seeks to reduce the potential for increases in flood risk as a result of the location of new development and requires the use of SuDS. In terms of surface water runoff and flood alleviation, the NPPF only requires the use of Sustainable Drainage Systems (SuDS) for developments of ten or more dwellings. The new Local Plan will provide the opportunity to ensure that development is located and designed to take into account the sensitivity of the water environment. It will also provide further certainty in terms of planning for adequate wastewater infrastructure to address development requirements over the plan period, for example by preferring development connected to mains sewers, and where this is not possible ensuring that package treatment works are required. The new Local Plan could also go further than the NPPF requirement for SuDS and require all residential developments to incorporate SuDS. The new Local Plan also presents an opportunity to include policy that would address the specific issue of nutrient enrichment at the Solent as new development is delivered over the plan period. The policy should take into account Natural England's latest guidance on achieving nutrient neutrality for new housing development in the Solent Region. The</p>

Key sustainability issues for Winchester	Likely evolution without the Local Plan
	policy option might include the incorporation of a green infrastructure at new development to help address this issue and could be developed in partnership with neighbouring Councils.
Biodiversity	
<p><b>Winchester district contains many areas of high ecological value including sites of international and national importance.</b> As well as the potential for loss of functionally linked habitat, development puts pressure on these sites including through disturbance and damage from recreational use, air pollution, water supply and treatment. In particular, development in Winchester has already been identified to contribute to nutrient enrichment of the Solent marine SACs/SPAs (via Rivers Itchen and Hamble), and the south of the district lies within the zone of influence for recreation pressure on the Solent and Southampton Water SPA.</p>	<p>Pressures on designated biodiversity sites in Winchester are likely to continue regardless of the Local Plan Review as more development and supporting infrastructure results in land take to support projected population increases. The Local Plan contains policies which seek to address these pressures, including Policy CP15 and Policy CP16 which provide support for the existing green infrastructure network as well as sites and habitats identified for their specific importance.</p> <p>The new Local Plan presents the opportunity for new development to come forward at the most appropriate locations as to limit detrimental impacts on biodiversity assets. There is also an opportunity to update planning policy to strengthen support for the provision of net biodiversity gain, for example by identifying land that could contribute to achieving that aim. There will also be a need to consider the impacts of climate change impacts on the ecological network. A strengthened approach to support for multi-functional green infrastructure network may also be incorporated in the new Local Plan. The Local Plan may also adopt an ecosystems services approach where biodiversity net gain is linked with carbon neutrality, nitrate neutrality, health and well-being, pollination, flood prevention and agriculture. There is also an opportunity to update planning policy in relation to the designated and undesignated sites which are of importance in terms of their biodiversity and geodiversity value. The findings of HRA will be incorporated into the SA and will provide further insight into biodiversity impacts specifically at European sites presenting opportunities to limit adverse impacts at these locations.</p>
<p>Although designated sites represent the most valued habitats in the district, <b>the overall ecological network is important for biodiversity as a whole.</b> The network supports the health of designated sites and allows species to migrate in response to climate change. The <b>incorporation of green infrastructure as growth occurs is important to help preserve these functions.</b> Fragmentation and erosion of habitats and the wider ecological network is an ongoing threat to biodiversity.</p>	<p>Pressures on the wider natural environment in Winchester are also likely to continue regardless of the Local Plan Review. The delivery of development and supporting infrastructure is likely to result in habitat loss beyond that which is experienced at designated site in the district. The Local Plan contains policies which seek to address these pressures, including Policy CP15 and Policy CP16 which provide support for the existing green infrastructure network as well as corridors to support the integrity of the biodiversity network with specific reference to the impacts of climate change. Policy CP16 is also supportive of the achievement of development which achieves net gain in biodiversity.</p>

Key sustainability issues for Winchester	Likely evolution without the Local Plan
	<p>The new Local Plan presents the opportunity for new development to come forward at the most appropriate locations as to limit detrimental impacts on biodiversity assets. There is also an opportunity to update planning policy to strengthen support for the provision of net biodiversity gain, for example by identifying land that could contribute to achieving biodiversity net gain, and the need to consider the impacts of climate change impacts on the ecological network. Opportunities will include a strengthened approach to support a multi-functional green infrastructure network.</p>
<p>The <b>NPPF requires new development to demonstrate net gain for biodiversity, the Environmental Bill will make it mandatory for development to provide at least 10% net gain.</b></p>	<p>Pressures on the wider natural environment in Winchester are likely to continue regardless of the Local Plan Review. However, the new Local Plan presents the opportunity to promote development that would protect and enhance biodiversity assets and to support the achievement of net gain. There is also an opportunity to connect biodiversity assets at new developments through a network of green infrastructure.</p>
<p>Historic environment</p>	
<p><b>The district contains numerous designated heritage assets and some of these have been identified on the Heritage at Risk Register.</b> Furthermore, non-designated assets exist and these and local heritage assets may also be at risk, but these have not yet been identified. Development which is poorly located or designed may be a particular threat to these features. Heritage assets in the district are an irreplaceable and once lost or irreparably harmed or damaged by either partial or wholesale demolition, or by inappropriate development to the asset or affecting its setting, they cannot be replaced.</p>	<p>The Local Plan Part 1 includes policies contribute to the protection and enhancement of local character and the historic environment. These include Policy CP13 which requires development to be of the highest standards of design and should make a positive contribution to the local environment. Furthermore, Policy CP20 addresses development in relation to the historic environment in the district. The Local Plan Part 2 sets out specific protection for historic parks and gardens, archaeology, conservation areas, heritage assets, listed buildings, locally listed heritage assets and undesignated rural and industrial heritage assets through Policy DM25, Policy DM26, Policy DM27, Policy DM28, Policy DM29, Policy DM30, Policy DM31 and Policy DM32.</p> <p>The new Local Plan Review presents the opportunity to guide new development to locations which are less sensitive in terms of their impact on heritage assets (with consideration for other sustainability issues) through the site assessment and SA process applied to potential site allocations. The new Local Plan will also provide the opportunity to update the planning policy position with regards to impacts on heritage assets and their settings and the potential for bringing disused heritage assets back into suitable sustainable uses.</p>
<p>Landscape</p>	

Key sustainability issues for Winchester	Likely evolution without the Local Plan
<p><b>The district has significant areas of landscape importance, with 40% of district falling within the South Downs National Park</b>, which includes some of the most valued lowland landscapes in England. Parts of the National Park within Winchester district contain some of the most tranquil areas and darkest night skies of the Park. While the South Downs Local Plan has now been adopted to cover planning decisions within the entire National Park, development guided by the Winchester Local Plan could impact the setting of the National Park and other important areas of countryside.</p>	<p>The Local Plan Part 1 seeks to protect and enhance the district's distinctive landscape through Policy CP20. Policy CP19 requires that development has particular regard for the context and the setting of the landscape and settlements of the South Downs National Park. The South Downs Local Plan 2019-2033 has been adopted to cover the entirety of the National Park and sets out policies address the conservation and enhancement of its nationally important landscapes. Topics covered include important views, tranquillity, dark night skies and the protection of important features such as hedgerows and trees.</p> <p>The new Local Plan offers the opportunity to update the current policy position in response to the updated circumstances of the district since the preparation of the adopted Local Plan and development pressures it currently faces. Specific development management policies and site allocations may be selected with consideration for their impacts on landscape character through site assessment work and the Landscape Sensitivity Assessment which the Council is undertaking for its SHELAA sites, as well as the SA. The South Downs Local Plan 2019-2033 provides further context to the development to be set out through the new Local Plan and should allow the updated pressures which the National Park is now facing to be appropriately considered. The policies of the new Local Plan should act to complement those in the South Downs Local Plan 2019-2033 to protect and enhance the National Park's setting.</p>



## The SA framework

**3.49** As described in the Methodology chapter, the relevant objectives established via the review of plans, policies, and programmes and the key sustainability issues identified by the baseline review informed development of a framework of sustainability objectives, the SA framework, against which the plan has been assessed. The SA framework is presented in **Table 3.2**.

**3.50** A small number of changes have been made to some of the appraisal questions in the SA framework since it was presented in the Scoping Report, in response to comments received during the Scoping consultation – these changes are detailed in **Appendix A**.

Table 3.2: SA Framework for the Winchester Local Plan

SA objective	Appraisal questions – <i>Does/is the Local Plan/policy...?</i>	Relevant SEA topics covered
SA 1: To minimise the district's contribution to climate change through a reduction of greenhouse gas emissions from all sources and facilitate the aim of carbon neutrality by 2030.	<p>SA 1.1: Promote energy efficient and water efficient design?</p> <p>SA 1.2: Encourage the provision and use of renewable energy infrastructure (particularly in areas not connected to mains gas supply)?</p> <p><i>Greenhouse gas emissions associated with travel are covered under SA 2.</i></p>	Climatic Factors and Air
SA 2: To reduce the need to travel by private vehicle in the district and improve air quality.	<p>SA 2.1: Provide easy access to public transport provision and active travel networks, including those for walking and cycling?</p> <p>SA 2.2: Support development which is able to access town/district/local centres, services and facilities (e.g. shops, post offices, GPs, schools) and/or key employment areas via active travel networks and/or public transport?</p> <p>SA 2.3: Minimise increases in traffic in the Air Quality Management Areas within and adjoining the district?</p>	Air, Human Health and Climatic factors
SA 3: To support the district's adaptation to unavoidable climate change.	<p>SA 3.1: Promote design which will help to mitigate the effects of climate change (for example through appropriate building orientation and appropriate incorporation of SuDS)?</p> <p>SA 3.2: Support the protection, restoration, creation, enhancement and the multi-functionality of the green/blue infrastructure network?</p>	Climatic Factors and Air
SA 4: To improve public health and wellbeing and reduce health inequalities in the district.	<p>SA 4.1: Make provision for new, or replacement healthcare facilities to ensure there is capacity to meet the level of development planned for and access for all?</p> <p>SA 4.2: Promote health and wellbeing by providing access to and maintaining, enhancing, connecting and creating multifunctional open spaces, green/blue infrastructure, public rights of way, recreation and sports facilities?</p> <p>SA 4.3: Prevent, avoid and/or mitigate adverse health effects associated with potentially inappropriate neighbouring uses which could detrimentally impact residents (for example noise and light pollution)?</p>	Population and Human Health and Air

SA objective	Appraisal questions – <i>Does/is the Local Plan/policy...?</i>	Relevant SEA topics covered
	<p>SA 4.4: Avoid directing sensitive development (e.g. housing, schools, offices and health facilities) to areas of poor air quality (e.g. major roads and/or industrial areas)?</p> <p>SA 4.5: Make provision for personal private outdoor space within new developments?</p>	
<p>SA 5: To support community cohesion and safety in the district.</p>	<p>SA 5.1: Facilitate the integration of new neighbourhoods with existing neighbourhoods?</p> <p>SA 5.2: Meet the needs of specific groups in the district including those with protected characteristics and those in more deprived areas? <i>(Note this will be informed by the more detailed Equalities Impact Assessment that will be carried out as part of the IIA.)</i></p> <p>SA 5.3: Promote developments that will benefit and will be used by both existing and new residents in the district, particularly within the district's most deprived areas?</p> <p>SA 5.4: Help to deliver cohesive neighbourhoods with high levels of pedestrian activity/outdoor interaction, which will allow for informal interaction between residents?</p> <p>SA 5.5: Help to reduce levels of crime, anti-social behaviour and the fear of crime?</p>	<p>Population and Human Health</p>
<p>SA 6: To provide housing of a decent standard to meet needs in the district.</p>	<p>SA 6.1: Deliver the range of types, tenures and affordable homes the district needs over the Plan Period?</p> <p>SA 6.2: Address the housing needs of more specialist groups, including older people and people with disabilities?</p>	<p>Population, Human Health and Material Assets</p>
<p>SA 7: To ensure essential services and facilities and jobs in the district are accessible.</p>	<p>SA 7.1: Provide for development that is well linked to existing services and facilities (e.g. shops, post offices, GPs, schools, broadband) and employment areas?</p> <p>SA 7.2: Provide for additional services and facilities and higher paid employment opportunities to support new and growing communities and address areas of deprivation?</p> <p><i>The different transport modes for accessing services, facilities and jobs are covered under SA 2 above.</i></p>	<p>Population, Human Health and Material Assets</p>
<p>SA 8: To support the sustainable growth of the district's economy.</p>	<p>SA 8.1: Allow for the delivery of land and infrastructure to meet the district's projected economic needs?</p> <p>SA 8.2: Support the prosperity and diversification of the district's rural economy?</p> <p>SA 8.3: Support stronger links to the wider economy, including aligning with the Enterprise M3 and Solent LEPs?</p>	<p>Population and Material Assets</p>

SA objective	Appraisal questions – <i>Does/is the Local Plan/policy...?</i>	Relevant SEA topics covered
	<p>SA 8.4: Support the vitality and viability of Winchester's Town, district and Local Centres?</p> <p>SA 8.5: Promote the achievement of a circular<sup>12</sup>, low carbon economy?</p> <p>SA 8.6: Support the district's critical natural and green infrastructure assets as a means to promote the area as an attractive location for new business and to encourage growth in tourism?</p>	
<p>SA 9: To support the district's biodiversity and geodiversity.</p>	<p>SA 9.1: Conserve and enhance designated and undesignated ecological assets within and outside the district, including the Solent and Southampton Water and New Forest designated sites, and seek to promote measurable biodiversity net gain?</p> <p>SA 9.2: Conserve and enhance green infrastructure and ecological networks, including not compromising future improvements in habitat connectivity?</p> <p>SA 9.3: Support appropriate interactions for members of public with nature and limit the potential for the adverse effects of increased recreational disturbance?</p>	<p>Biodiversity, Flora, Fauna and Human Health</p>
<p>SA 10: To conserve and enhance the character and distinctiveness of the district's landscapes.</p>	<p>SA 10.1: Protect and enhance the district's sensitive and special landscapes?</p> <p>SA 10.2: Protect and enhance the setting, views, tranquillity and dark skies of the South Downs National Park?</p> <p>SA 10.3: Conserve and enhance the character and distinctiveness of the district's non-designated landscapes, settlements and communities?</p> <p>SA 10.4: Promote visually attractive development with high quality design, layout and appropriate and effective landscaping with a scale of development appropriate to the sensitivity of the landscape?</p>	<p>Landscape</p>
<p>SA 11: To conserve and enhance the district's historic environment including its setting.</p>	<p>SA 11.1: Conserve and enhance the district's designated heritage assets, including their setting and their contribution to wider local character and distinctiveness?</p> <p>SA 11.2: Conserve and enhance the district's non-designated heritage assets, including their setting and their contribution to wider local character and distinctiveness?</p>	<p>Cultural Heritage, Architectural and Archaeological Heritage</p>

<sup>12</sup> A circular economy (often referred to simply as "circularity") is an economic system aimed at eliminating waste and the continual use of resources. Circular systems employ reuse, sharing, repair, refurbishment, remanufacturing and recycling to create a close-loop system, minimising the use of resource inputs and the creation of waste, pollution and carbon emissions.

SA objective	Appraisal questions – <i>Does/is the Local Plan/policy...?</i>	Relevant SEA topics covered
	<p>SA 11.3: Ensure the management and enhancement of the district's heritage assets, including bringing assets back into appropriate use, with particular consideration for heritage at risk?</p> <p>SA 11.4: Promote access to, enjoyment and understanding of the historic environment for residents and visitors of the district?</p> <p>SA 11.5: Sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change?</p>	
<p>SA 12: To support the efficient use of the district's resources, including land and minerals.</p>	<p>SA 12.1: Promote the re-use of previously development land?</p> <p>SA 12.2: Avoid development on the district's higher quality agricultural land?</p> <p>SA 12.3: Promote the achievement of the waste hierarchy?</p> <p>SA 12.4: Ensure that sterilisation of mineral resources is prevented unless development can be justified at locations where this would result?</p>	<p>Soil and Material Assets</p>
<p>SA 13: To protect the quality and quantity of the district's water resource.</p>	<p>SA 13.1: Protect and improve the water quality across the district to promote environmental net gain, including by preventing increased phosphorus loading on the River Itchen SAC?</p> <p>SA 13.2: Minimise inappropriate development in Source Protection Zones?</p> <p>SA 13.3: Preserve water flows of the district's rivers, including the River Itchen?</p> <p>SA13.4: Support development and design which would minimise the use of water in new development, including water use in line with Southern Water's Target 100 demand reduction programme as well as the recycling of greywater?</p>	<p>Water, Biodiversity, Fauna and Flora</p>
<p>SA 14: To manage and reduce flood risk from all sources.</p>	<p>SA 14.1: Limit the amount of development in areas of high flood risk and areas which may increase flood risk elsewhere, taking into account the impacts of climate change?</p> <p>SA 14.2: Promote the use of SuDS and other flood resilient design?</p>	<p>Water, Material Assets, Climatic Factors and Human Health</p>

## Chapter 4

### SA findings for the vision and objectives

**4.1** This chapter presents the SA findings for the Local Plan vision and objectives set out in the Strategic Issues and Priorities document.

#### Local Plan vision

**4.2 Table 4.1** sets out the options listed in the Strategic Issues and Priorities document for the vision for the Local Plan.

**Table 4.1: Vision for the Local Plan and its treatment in the SA**

Local Plan Topic	Options set out in the Strategic Issues and Priorities document	Treatment in the IIA
1. The Vision	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?	Information gathering or opinion-seeking – not subject to IIA.
2. The Vision	How should the findings of the Winchester Town Forum's Winchester 2030 document be used to help inform the Local Plan vision?	Information gathering or opinion-seeking – not subject to IIA.

**4.3** The Strategic Issues and Priorities document does not contain an updated Local Plan vision as this will be informed by the approach for the distribution of growth taken forward, options for which are appraised in **Chapter 5** of this report. Subsequent versions of the Local Plan will present revisions to the vision contained in the adopted Winchester district Local Plan Part 1. The SA Report accompanying that version of the new Local Plan will appraise the revised Local Plan vision.

#### Carbon neutrality objective

**4.4 Table 4.2** sets out the option listed in the Strategic Issues and Priorities document for carbon neutrality objectives that were subject to SA.

**Table 4.2: Carbon neutrality objective and its treatment in the SA**

Local Plan Objective	Options set out in the Strategic Issues and Priorities document	Treatment in the IIA
1. Carbon Neutrality	The Council's climate emergency has set an ambition for the wider district to become carbon neutral by 2030. The Council's Carbon neutrality Plan shows that transport is the largest single generator of carbon emissions in the district, contributing 46% of emissions in 2017.	Appraised below

**4.5** The likely sustainable effects of the proposed carbon neutrality objective are set out in **Table 4.3** and described below the table.

**Table 4.3: SA results for Carbon neutrality objective**

SA Objective	1. Carbon Neutrality
SA1: Climate Change Mitigation	++
SA2: Transport and Air Quality	+

SA Objective	1. Carbon Neutrality
SA3: Climate Change Adaptation	0
SA4: Health and Wellbeing	+
SA5: Community Cohesion and Safety	0
SA6: Housing	-
SA7: Access to Services, Facilities and Jobs	+
SA8: Sustainable Economic Growth	+/-
SA9: Biodiversity and Geodiversity	+/-?
SA10: Landscapes and Character	-?
SA11: Historic Environment	-?
SA12: Natural Resources	0
SA13: Water Resources	+
SA14: Flood Risk	+

**4.6** The Council aims to achieve carbon neutrality for the district by 2030. This Local Plan objective is likely to result in a Plan which supports patterns of development that reduce the need to travel, encourage use of sustainable modes of transport, support energy efficient design in development, and support renewable energy generation and usage. Therefore, a significant positive effect is expected against SA objective 1: **Climate change mitigation**, with minor positive effects expected against SA objective 2: **Transport and air quality**, SA objective 4: **Health and wellbeing** and SA objective 7: **Access to services, facilities and jobs**. A minor positive effect is also expected against SA objective 13: **Water resources** as Plan policies to help achieve carbon neutrality are likely to include supporting efficient use of water since carbon emissions result from energy used to treat, pump and heat water.

**4.7** The future cost of meeting of achieving carbon neutrality is unknown, although it is becoming cheaper to achieve energy efficiency/low carbon targets as technology evolves and the market becomes larger. However, requiring developers to transition to be lower carbon is likely to add cost to the design and construction of new development and this will need to be assessed as part of the Local Plan Viability Appraisal. Consequently, minor negative effects are recorded against SA objective 6: **Housing** and SA objective 8: **Sustainable economic growth**. The minor negative effect recorded against SA objective 8: **Sustainable economic growth** is also coupled with the potential for a minor positive effect in acknowledgement of the fact that a significant increase in energy efficiency and carbon offsetting has the potential to create new local jobs in the district associated with more ambitious design, construction and delivery.

**4.8** A carbon neutrality target increases the likelihood that low carbon and renewable energy generation technologies will be required on-site or elsewhere within the district. The greater the scale and density of such technologies across the district, the greater the potential for adverse effects on the district's sensitive historic and natural environments. Consequently, minor negative effects are recorded against SA objective 9: **Biodiversity and geodiversity**, SA objective 10: **Landscape and character** and SA objective 11: **Historic environment**. Some uncertainty is attached to the likelihood and significance of these effects until such time as the location, design and scale of such technologies is known. Minor positive effects have also been identified against SA objective 9: **Biodiversity and geodiversity** and SA objective 14: **Flood risk** as reducing emissions combats climate change and consequently the potential negative effects that climate change is likely to have on biodiversity and the likelihood and severity of flooding in the long term.

#### Equalities impact assessment findings for the carbon neutrality objective

**4.9** Older people and younger people can be the more susceptible to poor air quality than other groups in the district. People with disabilities relating to cardiovascular and respiratory conditions and pregnant women are also particularly vulnerable to air

pollution. It is likely that achieving carbon neutrality in the district will require a reduced reliance on travel by private vehicles powered by fossil fuels. This change is likely to benefit air quality in the plan area.

**4.10** Therefore, positive effects are identified in relation to the protected characteristic **age** (including those over 65, infants and young children), **disability** (including those with long term health problems) and **pregnancy and maternity**. Furthermore, parts of Winchester Town (including parts of St Luke ward and St John and All Saints ward) are amongst the most deprived in the plan area. The more central parts of Winchester suffer from higher levels of congestion which can affect air quality. Positive effects are therefore also identified in relation to people living in **deprived areas/rural areas**. Further detail is provided in **Appendix B** of this report.

## Environmental objectives

**4.11** Table 4.4 sets out the options listed in the Strategic Issues and Priorities document for environmental objectives that were subject to SA.

**Table 4.4: Environmental objectives and their treatment in the SA**

Local Plan Environmental Objective	Options set out in the Strategic Options and Issues document	Appraised by SA
1. Emissions	Positively contribute to achieving a carbon neutral district by 2030 through appropriately located development and sustainable design.	Appraised below
2. Air Quality, Water Quality & Waste	Reduce the number of places that experience poor air and water quality, reduce waste and exceed our current recycling targets.	Appraised below
3. Adaptation	Enable communities to respond and adapt to the effects of climate change ensuing that development is appropriately designed and located and can be adapted.	Appraised below
4. Biodiversity	Ensure that development does not increase the loss of habitats and biodiversity and increase the risk of flooding and overheating.	Appraised below
5. Built Environment	Require development to be innovative, energy efficient, sustainably constructed and designed and meet health and well-being needs.	Appraised below
6. GI Network	Strengthen and create healthy communities that are connected, with easily accessible open spaces and green infrastructure, and support sustainable travel choices.	Appraised below

**4.12** The likely sustainability effects of the policy options suggested above are set out in **Table 4.5** and described below the table.

**Table 4.5: SA results for Environmental objectives**

SA Objective	1. Emissions	2. Air Quality, Water Quality & Waste	3. Adaptation	4. Biodiversity	5. Built Environment	6. GI Network
SA1: Climate Change Mitigation	++	++	0	+	++	+
SA2: Transport and Air Quality	++	++	0	0	0	++
SA3: Climate Change Adaptation	++	0	++	+	+	++
SA4: Health and Wellbeing	0	+	+	+	++	++
SA5: Community Cohesion and Safety	0	0	+	+	+	+
SA6: Housing	0	0	0	0	0	0



SA Objective	1. Emissions	2. Air Quality, Water Quality & Waste	3. Adaptation	4. Biodiversity	5. Built Environment	6. GI Network
SA7: Access to Services, Facilities and Jobs	0	0	0	0	0	0
SA8: Sustainable Economic Growth	0	0	0	0	0	0
SA9: Biodiversity and Geodiversity	0	0	0	++	0	++
SA10: Landscape and Character	0	0	0	0	++	++
SA11: Historic Environment	0	0	0	0	+	+
SA12: Natural Resources	0	++	0	0	0	0
SA13: Water Resources	0	++	0	0	0	0
SA14: Flood Risk	+	0	+	+	0	+

**4.13** Local Plan objective 1: Emissions seeks to make the district carbon neutral by 2030. This is to be achieved by locating development in appropriate areas which will reduce the need to travel in Winchester and through the incorporation of sustainable design solutions. This objective is therefore likely to have benefits in terms of local air quality as well as limiting carbon emissions as new development is delivered and occupied. Providing new development to incorporate design measures that take account of climate change is likely also to help benefit climate change adaptation in the plan area. This may include measures such as appropriate building orientation to allow for temperature regulation and the designing in of green infrastructure to promote flood resilience. Significant positive effects are therefore expected for Local Plan objective 1 for SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality** and SA objective 3: **Climate change adaptation**. A minor positive effect is expected for SA objective 14: **Flood risk**.

**4.14** Improving air and water quality across the district and especially in the areas which are experiencing poor air and water quality will be key to creating more climate resilient places and communities. Waste reduction and improving the recycling levels will be equally important to reduce carbon emissions. As such, Local Plan objective 2: Air quality, water quality and waste is expected to have significant positive effects for SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, SA objective 12: **Natural resources** and SA objective 13: **Water Resources**. In order to exploit the opportunity for reducing waste and increasing levels of recycling, actions should be encouraged for individuals, and businesses as well as at the community level within the district. Individuals with good intentions alone will not succeed in reducing waste unless producers give them a choice of more sustainable products packed in fully recyclable materials. Accordingly, the waste treatment sector must be prepared to process appropriate amounts of waste from the district and collaborate closely with producers to agree on packaging materials that are best for both sectors. Improving air quality in the district is likely to result in benefits in terms of public health and therefore minor positive effects are expected for Local Plan objective 2 for SA objective 4: **Health and wellbeing**.

**4.15** Despite all actions taken to reduce carbon emissions, some level of climate change is inevitable. Individuals, communities, and businesses will have to adapt to changing conditions and build the district's resilience to the changing climate; for example by ensuring that flood risk assessments for new developments take account of conditions expected under climate change and that flood resilient design is used, where appropriate. Significant positive effects are expected for Local Plan objective 3: Adaptation for SA objective 3: **Climate change adaptation** and minor positive effects in relation to SA objective 4: **Health and wellbeing** (considering the potential for reduced heat stress and flood risk), SA objective 5: **Community cohesion and safety** and SA objective 14: **Flood risk**.

**4.16** Local Plan objective 4: Biodiversity directly seeks to address the loss of habitats and biodiversity in the plan area. Therefore, a significant positive effect is expected for SA objective 9: **Biodiversity and geodiversity**. Biodiversity in the plan area is interlinked with climate change in term of both mitigation and adaptation. Important habitats can support carbon sequestration as well as limiting the potential effects of climate change such as flood risk and the heat island effect. Minor

positive effects are therefore also expected for SA objective 1: **Climate change mitigation** and SA objective 3: **Climate change adaptation**. Given the potential to reduce flood risk in the plan area and the benefits this will have in terms of community safety, minor positive effects are also expected for SA objective 5: **Community Cohesion and Safety** and SA objective 14: **Flood risk**. Providing residents with potential to interact with wildlife at appropriate locations is also likely to benefit wellbeing in the plan area. Local Plan objective 4: **Biodiversity** is therefore expected to have minor positive effects in relation to SA objective 4: **Health and wellbeing**.

**4.17** Built environment has a direct impact on health, wellbeing and community cohesion. Local Plan objective 5: Built environment is expected to have significant positive effects for SA objective 1: **Climate change mitigation** (due to energy efficiency requirements), SA objective 4: **Health and wellbeing** (by creating a high quality living environment) and SA objective 10: **Landscape and character** (by promoting visually attractive development that is sympathetic to the wider townscape and landscape). Minor positive effects are expected in relation to SA objective 3: **Climate change adaptation**, SA objective 5: **Community cohesion and safety** and SA objective 11: **Historic environment**. It is expected that ensuring a high standard of design at new developments in terms of their innovation and energy efficiency will allow developments to be adaptable to the changing climate, will improve the quality of life for residents and will also help to protect the setting of heritage assets in the plan area.

**4.18** In line with Local Plan objective 6: GI network, a well-connected multi-functional green/blue infrastructure network could result in the district. Multiple positive effects are expected given that the incorporation of green and blue infrastructure can:

- Act as a carbon store, intercept and help to disperse air pollution, and provide green links that encourage travel by sustainable modes (SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**).
- Provide cooling and reduce the potential for surface water flooding during extreme rainfall events by slowing surface water flows and increasing infiltration (SA objective 3: **Climate change adaptation** and SA objective 14: **Flood risk**).
- Provide venues for access to nature, outdoor recreation and green active travel routes and help to reduce the negative health effects of poor air quality and overheating (SA objective 4: **Health and wellbeing**).
- Provide venues for communities in which informal interaction, outdoor education, or 'green gym' activities might occur (SA objective 5: **Community cohesion and safety**).
- Help to create and link up networks of wildlife habitat and help to reduce recreation pressure on more sensitive habitats elsewhere (SA objective 9: **Biodiversity and geodiversity**).
- When well-designed, respect existing landscape character and sense of place and enhance degraded landscapes and settings of historic assets (SA objective 10: **Landscape and character** and SA objective 11: **Historic environment**).

#### Equalities impact assessment findings for the environmental objectives

**4.19** The environmental objectives seek to ensure the creation of healthy communities and that the health and well-being agenda is met. These types of provisions are likely to benefit much of the community at new developments. Given that these objectives also seek to ensure that communities are connected and easily accessible particularly positive effects are likely in relation to the protected characteristic **age** (including those over 65) and **disability** (including those with physical impairments, sensory impairments and long-term health problems).

**4.20** Furthermore, reducing the number of places that experience poor air in the district is likely to benefit groups that are particularly susceptible to air pollution including older people, infants, people with disabilities and pregnant women. Therefore, positive effects are identified for this element of the environmental objectives in relation to **age** (including those over 65, infants and young children), **disability** (including those with long term health problems) and **pregnancy and maternity**. Parts of Winchester Town (including parts of St Luke ward and St John and All Saints ward) are amongst the most deprived in the plan area. The more central parts of Winchester suffer from higher levels of congestion which can affect air quality. Positive effects are therefore also identified in relation to people living in **deprived areas/rural areas**. Further detail is provided in **Appendix B** of this report.

### Economic objectives

**4.21 Table 4.6** sets out the options listed in the Strategic Issues and Priorities document for the economic objectives that were subject to SA.

**Table 4.6: Economic objectives and their treatment in the SA**

Local Plan Economic Objective	Options set out in the Strategic Issues and Priorities document	Treatment in the IIA
1. Employment Growth	Grow opportunities for high-quality, well-paid employment across the district.	Appraised below
2. Living locally	Support development which encourages people to live, work and spend their leisure time locally.	Appraised below
3. Local employment opportunities	Encourage opportunities around appropriate investment in order to develop longer term sustainable local employment.	Appraised below
4. Leisure developments	Actively encourage leisure developments particularly around quality overnight accommodation to meet the needs of demand and under provision which in turn will positively impact spend in the local economy.	Appraised below
5. Accessible Workplaces	Aim to provide for new offices and workspace which are located in areas with sustainable transport links or where they reduce the need to travel to work.	Appraised below
6. Retail	Actively encourage long term development of retail in the high street, reflecting the changing nature of consumer buying habits and the changes in planning policy whilst actively discouraging out of town retail developments.	Appraised below
7. Younger Population	Actively encourage a greater number of younger people to choose to live and work here.	Appraised below
8. Supporting enterprise and entrepreneurship	Actively encourage development which supports the needs of enterprises and entrepreneurs of the future, particularly within the creative sectors including IT, Digital, Architecture etc.	Appraised below
9. Spaces for innovation	Support spaces which are flexible, responsive places in which to create, trade and encourage innovation.	Appraised below
10. Economic recovery	Recognise the impacts of the Covid-19 pandemic and reflect the emerging trends as economic recovery and rebuilding continues over the coming years.	Appraised below
11. Green Growth	Actively encourage businesses to promote opportunities for green growth.	Appraised below
12. Visitor Offer	Ensure that the city, market towns and rural communities across our district are attractive to visitors and competitive by driving economic development within market towns and rural locations.	Appraised below
13. Rural economy	Support long term sustainable employment opportunities in the market towns and rural communities.	Appraised below
14. Design	Promote development that is innovative, energy efficient and appropriate to the local surroundings.	Appraised below
15. Infrastructure	Support and ensure that new development is served by the appropriate infrastructure including cycling and walking, public transport.	Appraised below
16. Digital connectivity	Support superfast broadband as a standard on all new developments.	Appraised below

**4.22** The likely sustainability effects of the proposed economic objectives are set out in **Table 4.7** and described below the table.

Table 4.7: SA results for Economic objectives

SA Objective	1. Employment Growth	2. Living locally	3. Local employment opportunities	4. Leisure developments	5. Accessible Workplaces	6. Retail	7. Younger Population	8. Supporting enterprise and entrepreneurship	9. Spaces for innovation	10. Economic recovery	11. Green Growth	12. Visitor Offer	13. Rural economy	14. Design	15. Infrastructure	16. Digital connectivity
SA1: Climate Change Mitigation	-	+	+	0	+	+	0	0	0	+	+?	-	+	++	++	+
SA2: Transport and Air Quality	-	++	+	0	++	+	0	0	0	+	+?	-	+	+	++	+
SA3: Climate Change Adaptation	0	0		0	0	0	0	0	0	0	+	0		+	0	0
SA4: Health and Wellbeing	+	+	+	0	+	+	+	0	0	+	+	0	0	0	++	+
SA5: Community Cohesion and Safety	+	++	+	0	+	+	+	+	++	0	+	+	++	+	+	+
SA6: Housing	0	0		0	0	0	0	0	0	0	0	0	0	+/-	0	0
SA7: Access to Services, Facilities and Jobs	+	++	+	+	++	++	0	+	+	+	+	0	+	0	++	+
SA8: Sustainable Economic Growth	++	++	++	++	++	++	+	++	++	++	++/-?	+	+	+/-?	+	+
SA9: Biodiversity and Geodiversity	-?	0	0	0	-?	0	0	0	0	0	+	0	0	0	-?	0
SA10: Landscapes and Character	-?	0	0	0	-?	0	0	0	0	0	+	0	0	++	-?	0
SA11: Historic Environment	-?	0	0	0	-?	0	0	0	0	0	+	0	0	++	-?	0
SA12: Natural Resources	-?	0	0	0	-?	0	0	0	0	0	+	0	0	0	-?	0
SA13: Water Resources	-?	0	0	0	-?	0	0	0	0	0	+	0	0	0	-?	0
SA14: Flood Risk	-?	0	0	0	-?	0	0	0	0	0	+	0	0	+	-?	0

**4.23** Local Plan objective 1: Employment growth is expected to have significant positive effects against SA objective 8: **Sustainable economic growth** as this objective would aim to increase the amount of high-quality and well-paid jobs within the district. In addition, minor positive effects are expected against SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety** and SA objective 7: **Access to services, facilities and jobs** because this objective is likely to provide additional high-quality employment opportunities to support local communities. Minor negative effects are expected against SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality** as additional job opportunities are likely to increase the number of residents driving to and from work as it is unlikely that provision of new or enhanced sustainable transport infrastructure will fully avoid road traffic growth, especially in the earlier years of economic development.

**4.24** In addition, new job opportunities will put increased pressure on existing infrastructures (water, energy, transport etc.) as such minor negative effects are expected on all environmental factors: water, flooding, soils, biodiversity, landscape and heritage (SA objectives 9, 10, 11, 12, 13 and 14), although these are subject to uncertainty as the exact locations of development are still unknown.

**4.25** It is likely that supporting development in the district that would encourage people to live, work and spend their leisure time locally will include support for new service provision and employment growth. Therefore, significant positive effects are expected for Local Plan objective 2: Living locally in relation to SA7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**. This option would help to reduce the need to travel by car in the plan area with associated benefits in terms of limiting air pollution including carbon emissions. Therefore, minor positive effects are expected in relation to SA objective 1: **Climate change mitigation** and significant positive effects are expected in relation to SA objective 2: **Transport and air quality**. The provision of new services and facilities in areas which are accessible to residents is likely to help encourage the uptake of active modes of transport and will also help to support the successful integration of new development into the plan area. Minor positive effects are expected for SA objective 4: **Health and wellbeing** and significant positive effects are expected for SA objective 5: **Community cohesion and safety**.

**4.26** Local Plan objective 3: Local employment opportunities seeks to encourage opportunities around appropriate investment so that longer term sustainable local employment results. Therefore, significant positive effects are expected in relation to SA objective 8: **Sustainable economic growth**. This option is likely to improve access to local employment for residents in the plan area and therefore minor positive effects are expected in relation to SA objective 7: **Access to services, facilities and jobs**. Providing support specifically for local employment opportunities is expected to help reduce the need to travel longer distances for many residents and therefore minor positive effects are expected in relation to SA objective 1: **Climate change mitigation** and significant positive effects are expected in relation to SA objective 2: **Transport and air quality**. Minor positive effects are also expected for SA objective 4: **Health and wellbeing** and SA objective 5: **Community cohesion and safety**. Providing nearby employment opportunities may result in a higher number of journeys being made by active modes of transport and is also likely to help address issues of deprivation in the plan area.

**4.27** By encouraging leisure developments including those for quality overnight accommodation it is likely that appropriate diversification of the local economy can be supported in a sector which is currently underprovided for. Developments of this type can help to encourage spend in the local economy and therefore minor positive effects are expected for Local Plan objective 4: Leisure developments in relation to SA objective 7: **Access to services, facilities and jobs** and significant positive effects are expected for SA objective 8: **Sustainable economic growth**.

**4.28** Under Local Plan objective 5: Accessible Workplaces, the Council is aiming to provide new offices and workspaces in areas that are supported by sustainable transport options. This objective could have significant positive effects on SA objective 2: **Transport and air quality**, SA objective 7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**. This is because locating new workspaces in areas that are currently serviced by sustainable transport options would increase the number of people able to access facilities and services, thereby supporting the vitality and viability of Winchester's economic centres. In addition, locating offices around sustainable transport options is likely to reduce the need to travel by private vehicles thereby reducing greenhouse gas emissions. Minor positive effects are expected SA objective 1: **Climate change mitigation**, SA objective 4: **Health and wellbeing** and SA objective 5: **Community cohesion and safety** for similar reasons, i.e. locating workspaces around sustainable travel links would reduce the district's contribution to climate change, encourage the use of active travel and improve community cohesion. However, new workspaces and offices will put

increased pressure on existing infrastructures (water, energy, transport etc.) as such minor negative effects with uncertainty are expected on all environmental factors: water, flooding, soils, biodiversity, landscape and heritage (SA objectives 9, 10, 11, 12, 13 and 14) as the exact locations of development are still unknown.

**4.29** Supporting development of retail in the high street which reflects changes in consumer habits whilst limiting out of town retail development is likely to help protect and strengthen the viability of the district's town centres. This option is likely to promote the accessibility of services and facilities for a high number of people and support local economic growth. Therefore, significant positive effects are expected for Local Plan objective 6: Retail in relation to SA objective 7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**. The accessibility of town centre locations by public transport is likely to have benefits in terms of reducing reliance on travel by private vehicles, air pollution and carbon emissions. Therefore, minor positive effects are also expected in relation to SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**. It is likely that the shorter journey times required to services and facilities at more central locations will result in a higher proportion of residents choosing to travel by foot or bicycle than might otherwise have been the case. Minor positive effects are therefore expected in relation to SA objective 4: **Health and wellbeing**. Town centre locations provide space for mixing and informal interactions between residents which can promote social cohesion. Local Plan objective 6 is therefore also expected to have minor positive effects in relation to SA objective 5: **Community cohesion and safety**.

**4.30** Local Plan objective 7: Younger population is expected to have a minor positive effect against SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety** and SA objective 8: **Sustainable economic growth**. This objective would encourage young people to live and work in the district thereby promoting health and wellbeing and community cohesion through additional employment opportunities targeted at this specific group of people.

**4.31** Providing support for new enterprises and entrepreneurs in high value growth sectors which are expected to see future expansion is likely to help support the long-term economic growth of the plan area. Therefore, significant positive effects are expected for Local Plan objective 8: Supporting enterprise and entrepreneurship in relation to SA objective 8: **Sustainable economic growth**. It is likely that this option would support improved access to local job opportunities in the longer term and therefore minor positive effects are expected for SA objective 7: **Access to services, facilities and jobs**. Securing long term economic growth for the plan area is likely to help address deprivation and promote community cohesion in the district. Therefore, minor positive effects are also expected for Local Plan objective 8 in relation to SA objective 5: **Community cohesion and safety**.

**4.32** Local Plan objective 9: Spaces for innovation would help support economic growth in the plan area by promoting the development of spaces within which trade and innovation can be encouraged. Therefore, significant positive effects are expected for SA objective 8: **Sustainable economic growth**. Minor positive effects are expected for SA objective 7: **Access to services, facilities and jobs** given that longer term job creation is likely to be promoted through this Local Plan objective. In addition to helping to address deprivation in the plan area, providing space for business interaction may promote regular meetings between residents who might otherwise not come into contact with each other. This is likely to help promote social integration in the plan area and therefore significant positive effects are also expected for Local Plan objective 9 in relation to SA objective 5: **Community cohesion and safety**.

**4.33** Supporting economic recovery in light of emerging trends following the Covid-19 pandemic is likely to help promote conditions for home working and other trends which benefit health and wellbeing in the working environment. The reduced need to travel for work which Local Plan objective 10: Economic recovery is likely to support means minor positive effects are expected in relation to SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**. Minor positive effects are also expected in relation to SA objective 4: **health and wellbeing** considering the reflection of health concerns in this Local Plan objective. Supporting sustainable economic recovery in the plan area means that minor positive effects are expected in relation to SA objective 7: **Access to services, facilities and jobs** and significant positive effects are expected in relation to SA objective 8: **Sustainable economic growth**.

**4.34** Local Plan objective 11: Green growth aims to promote green growth by supporting local businesses to utilise green growth opportunities which, amongst other things, is likely to include a transition to energy and water efficiency, incorporation of green infrastructure, utilisation and creation of renewable energy sources. In addition, this objective could help create new local jobs in the district associated with more ambitious design, construction and delivery e.g. maintenance of green infrastructure and solar and wind farms; this objective is therefore likely to have significant positive effects on SA objective 8: **Sustainable economic growth**. However, it is paired with a minor negative effect as it is likely that there will be an additional cost associated with transitioning to green growth, although it is becoming less costly over time, so this is uncertain. A minor positive effect is

expected against each climate and environmental SA objective (1, 2, 3, 7, 9, 10, 11, 12, 13 and 14) as green growth is likely to have positive implications on the environment and will help to combat climate change, however uncertainty is attached since how the Council will implement green growth is currently unknown. These are also likely to have related benefits for SA objective 4: **Health and wellbeing** and SA objective 5: **Community cohesion and safety**.

**4.35** Local Plan objective 12: Visitor offer aims to ensure that the city, market towns and rural communities are attractive to visitors thereby helping to deliver cohesive neighbourhoods with high levels of pedestrian and outdoor interaction and supporting the vitality and viability of Winchester's centres. Minor positive effects are therefore expected against SA objective 5: **Community cohesion and safety** and SA objective 8: **Sustainable economic growth**. However, uncertainty is attached to these SA objectives as tourism is not a reliable source of economic growth, which is evident through the current Covid-19 pandemic and is generally relatively seasonal and low-paid. A minor negative effect is also expected against SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality** as it is likely that additional visitors to the area will drive private vehicles, thereby increasing greenhouse gas/pollutant emissions and traffic congestion.

**4.36** By supporting long term sustainable employment opportunities at the less developed locations of the district it is likely that Local Plan objective 13: Rural economy would help to reduce the need to commute longer distances for some residents, although given the smaller population in rural areas, minor positive effects are expected in relation to SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**. Allowing for some rural employment development could also help to address specific issues of rural deprivation in the plan area and therefore significant positive effects are expected in relation to SA 5: **Community cohesion and safety** as well as SA objective 8: **Sustainable economic growth**. This Local Plan objective is also likely to help improve accessibility to jobs for residents at more rural locations and therefore minor positive effects are expected in relation to SA objective 7: **Access to services, facilities and jobs**.

**4.37** Local Plan objective 14: Design promotes development that is energy efficient, innovative and appropriate for its local surroundings, therefore significant positive effects are expected against SA objective 1: **Climate change mitigation**, SA objective 10: **Landscapes and character** and SA objective 11: **Historic Environment**. A minor positive effect is expected against SA objective 2: **Transport and air quality**, SA objective 3: **Climate change adaptation**, SA objective 5: **Community cohesion and safety** and SA objective 14: **Flood risk**. It is likely that promoting energy efficient development that is designed to reflect its local surroundings would help to limit greenhouse gas emissions as well as limiting impacts on landscape character and the settings of heritage assets while also helping to promote a sense of community ownership at new development. While the cost of achieving more energy efficient development is falling, requiring developers to transition to be more energy efficient is likely to add cost to the design and construction processes. Consequently, minor negative effects are recorded against SA objective 6: **Housing** and SA objective 8: **Sustainable economic growth**. The minor negative effect recorded against SA objective 6: **Housing** and SA objective 8: **Sustainable economic growth** is coupled with a minor positive effect given that developing homes that are well designed and innovative may be more attractive to buyers. Furthermore, a significant increase in energy efficient development has the potential to create new local jobs in the district associated with the design process, construction and supply chains.

**4.38** Local Plan objective 15: Infrastructure aims to ensure that development is supported by the appropriate infrastructure including sustainable modes of transport. Significant positive effects are expected against SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, SA objective 4: **Health and wellbeing** and SA objective 7: **Access to services, facilities and jobs** as additional public transport, walking and cycling routes would help to reduce greenhouse gas emissions, improve health and wellbeing and improve access to key services and jobs. This objective could improve community cohesion and economic growth through increasing access supported by public transport provisions and active travel options which will help communities to stay connected. Therefore, minor positive effects are expected against SA objective 5: **Community cohesion and safety** and SA objective 8: **Sustainable economic growth**.

**4.39** In addition, new infrastructure provision will result in increased land take and put pressures on natural resources and environmental assets in the plan area (such as biodiversity assets, water resources, agricultural soils, etc.). Therefore, minor negative effects are expected on all environmental SA objectives: water, flooding, soils, biodiversity, landscape and heritage (SA objectives 9, 10, 11, 12, 13 and 14), although these are subject to uncertainty as the exact locations of development are still unknown.

**4.40** It is likely that improving the proportion of residents who can access superfast broadband will have benefits in terms of reducing the need to travel regularly, limiting social isolation, ensuring access to online services (including healthcare via online consultations) and supporting local economic growth in expanding and higher value sectors. Benefits are therefore expected for

SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety**, SA objective 7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**. It is likely that securing benefits in relation to these SA objectives will also be greatly influenced by the delivery of new development in the plan area beyond the potential to access high speed broadband. Therefore, the positive effects expected in relation to each of these SA objectives are likely to be minor.

#### Equalities impact assessment findings for the economic objectives

**4.41** Older people and younger people can be the more susceptible to poor air quality than other groups in the district. People with disabilities relating to cardiovascular and respiratory conditions and pregnant women are also particularly vulnerable to air pollution. It is likely that reducing the need to travel to work will result in a reduced reliance on travel by private vehicles powered by fossil fuels. This change is likely to benefit air quality in the plan area. Therefore, positive effects are identified in relation to the protected characteristic **age** (including those over 65, infants and young children), **disability** (including those with long term health problems) and **pregnancy and maternity**.

**4.42** Encouraging opportunities for high-quality, well-paid employment is likely to help provide access to jobs for a high number of residents thereby addressing unemployment in the plan area. Through the economic objectives this includes support for an appropriate level of local as well as rural economic growth to support the district's needs. The objectives also support an approach to economic development which reflects the realities of the impacts of the Covid-19 pandemic which should help to support economic recovery for much of the community. Increasing the proportion of residents in employment in the plan area is likely to help reduce the need for some to claim benefits and help reduce deprivation in the plan area. Positive effects are therefore also identified in relation to **people on low incomes, people on benefits, unemployed people and people living in deprived areas/ rural areas**. The support these objectives provide in terms of access to superfast broadband is likely to further benefit economic growth in the plan area as well as access to employment opportunities. They could also help to address social isolation and thereby strengthen the positive effects already highlighted across many of the protected characteristics. Further detail is provided in **Appendix B** of this report.

### Social objectives

**4.43 Table 4.8** sets out the options listed in the Strategic Issues and Objectives document for social objectives that were subject to SA.

**Table 4.8: Social objectives and their treatment in the SA**

Local Plan Social Objective	Objectives set out in the Strategic Objectives and Issues document	Appraised by SA
1. Sustainable Transport	Achieve a transport system that is balanced in favour of sustainable and low carbon modes of transport that provides everyone with a real choice whilst supporting walking and cycling.	Appraised below
2. Housing	Provide and broaden the choice of homes to meet the identified need of our communities and to support long term economic growth.	Appraised below
3. Built Environment	Develop a built environment that respects and responds to local character so that we create communities and places where people want to live, work, study and play.	Appraised below
4. Community cohesion	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.	Appraised below
5. Health	Create communities that reduce health inequalities and create a healthy environment in the district by having good access to services, schools and facilities within walking distance.	Appraised below
6. Education	Support Winchester's role as a thriving centre for education which integrates with the resident population.	Appraised below

**4.44** The likely sustainability effects of the policy objectives suggested above are set out in **Table 4.9** and described below.



Table 4.9: SA results for Social objectives

SA Objective	1. Sustainable Transport	2. Housing	3. Built Environment	4. Community cohesion	5. Health	6. Education
SA1: Climate Change Mitigation	++	0	0	0	+	0
SA2: Transport and Air Quality	++	0	0	0	+	0
SA3: Climate Change Adaptation	0	0	0	0	0	0
SA4: Health and Wellbeing	++	0	++	++	++	0
SA5: Community Cohesion and Safety	0	0	++	++	++	+
SA6: Housing	0	++	0	0	0	0
SA7: Access to Services, Facilities and Jobs	+	0	0	+	++	0
SA8: Sustainable Economic Growth	0	+	0	0	0	+
SA9: Biodiversity and Geodiversity	0	-	0	0	0	0
SA10: Landscapes and Character	0	-	++	0	0	0
SA11: Historic Environment	0	0	0	0	0	0
SA12: Natural Resources	0	-	0	0	0	0
SA13: Water Resources	0	0	0	0	0	0
SA14: Flood Risk	0	0	0	0	0	0

**4.45** Sustainable and low carbon transport can lead to significant reductions in greenhouse emissions from transport sector and simultaneously improve the air quality and general health and wellbeing of local communities. Having a district-wide, accessible, affordable and sustainable transport network will enable many residents to commute if needed, while reducing dependency on private vehicles. Similarly, well-connected and safe active travel paths can encourage more people to use more active modes of transport. As such, significant positive effects are expected against Local Plan objective 1: Sustainable transport for SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality** and SA objective 4: **Health and wellbeing**, because the more people use buses and rail, cycle and walk the less carbon and air pollutants are emitted from private vehicles and the more people's health benefits from the exercise of active travel. Minor positive effects for this objective are expected for SA objective 7: **Access to services, facilities and jobs**.

**4.46** Local Plan objective 2: Housing is expected to have significant positive effects for SA objective 6: **Housing** as this objective will provide a range of housing types for various needs. Minor positive effects are expected for the objective SO2 for SA objective 8: **Sustainable economic growth**. Minor negative effects are expected for this objective for SA objective 9: **Biodiversity and geodiversity**, SA objective 10: **Landscape and character** and SA objective 12: **Natural resources** due to the potential loss of greenfield land to development.

**4.47** Built environment can have a significant impact on the local character and the general wellbeing and community cohesion and safety. It determines whether communities will have space and surroundings to interact and integrate. As such, significant positive effects are expected for Local Plan objective 3: Built environment for SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety** and SA objective 10: **Landscape and character**, because by providing appropriate built environment communities can thrive.

**4.48** Community cohesion can be enhanced through promoting active participation that supports an individual's right to participate in the activities and relationships of everyday life. Significant positive effects are expected for Local Plan objective 4: Community cohesion against SA objective 4: **Health and wellbeing** and SA objective 5: **Community cohesion and safety** as

supporting individuals to participate in activities and relationships and individuals who are not able to do so will have positive implications for community health and wellbeing. It is also likely that minor positive effects will be felt against SA objective 7: **Access to services, facilities and jobs**, as the objective could result in improved community facilities and services.

**4.49** Health inequalities can be lessened by appropriate planning of the surrounding environments and access to fundamental services, schools and jobs. Walkable neighbourhoods offer a solution by introducing the idea of having majority of services within a walking distance from home (approximately 15 minutes' walk). As such, Local Plan objective 5: Health is expected to have significant positive effects for SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety** and SA objective 7: **Access to services, facilities and jobs** as the provision of services and local amenities will be within a walking distance from homes. Walkable neighbourhoods also reduce the need to travel by private car with minor positive effects expected in relation to SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**.

**4.50** Local Plan objective 6: Education is expected to have minor positive effects for SA objective 5: **Community cohesion and safety** and SA objective 8: **Sustainable economic growth**.

#### Equalities impact assessment findings for the social objectives

**4.51** The social objectives seek to promote a more cohesive local community in which individuals can successfully participate in activities of daily life. This should help to address issues of social isolation, which have been found to be more frequent in the urban areas of Winchester. This objective is likely to benefit much of the community at new developments with particular support for the protected characteristics in terms of ensuring the built environment meets a variety of needs. Positive effects are identified across **all protected characteristics**.

**4.52** The promotion of sustainable and low carbon modes of transport in the plan area is likely to be of benefit to local air quality. Given the susceptibility of certain groups to air pollution, particular positive effects are identified in relation to the protected characteristic **age** (including those over 65, infants and young children), **disability** (including those with long term health problems) and **pregnancy and maternity**. Furthermore, parts of Winchester Town (including parts of St Luke ward and St John and All Saints ward) are amongst the most deprived in the plan area. The more central parts of Winchester suffer from higher levels of congestion which can affect air quality. Positive effects are therefore also identified in relation to **people living in deprived areas/rural areas**. The creation of more walkable neighbourhoods in the plan area is also likely to be of particular benefit to older people (age) and those with disabilities (disability) in the plan area. Further detail is provided in **Appendix B** of this report.

## Chapter 5

### SA findings for options to the distribution of growth in the district

**5.1** This chapter sets out the SA findings for the four potential broad strategies for future development identified in the Council's Strategic Issues and Priorities (SIO) document. The four options primarily consider where new residential development should be located in the district, as follows:

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

**5.2** A summary description of each option is provided below. These descriptions draw on the detail in the Council's SIP document, including the number of houses to be delivered over the plan period within each spatial area shown in the SIP document. The total number of homes to be delivered under each option is re-presented in **Table 5.1** overleaf, as well as the amount of development already committed through allocations and planning permissions at each location (first column).

**5.3 Table 5.1** shows that much of the housing required to meet the district's needs between 2018-2038 is already built, has been granted planning permission or is allocated in adopted plans. Therefore, based on the estimated housing requirement used for each option, only c. 2,700 new homes need to be planned for in the new Local Plan period, and the distribution of the c.2,700 homes under each option is shown in the grey shaded columns in **Table 5.1**.

Table 5.1: Number of new homes to be allocated under each of the four options, and additional homes to be delivered above existing commitments

Spatial area	Current Housing Commitments 2018-2038	Option 1: Development Strategy based on the existing Local Plan (total housing required)	Option 1: Additional homes over existing commitments	Option 2: Focus development on Winchester (total housing required)	Option 2: Additional homes over existing commitments	Option 3: One or more new strategic allocations / new settlements (total housing required)	Option 3: Additional homes over existing commitments	Option 4: Dispersed development strategy (total housing required)	Option 4: Additional homes over existing commitments
<i>Winchester Town</i>	3,271	4,500	1,229	5,000	1,729	4,000	729	4,500	1,229
<i>South Hampshire urban areas:</i>	5,434	6,700	1,266	6,250	816	5,600	166	5,500	66
<i>Market Towns &amp; Rural Areas:</i>	2,603	2,800	197	2,750	147	2,700	97	4,000	1,397
<i>Strategic allocation</i>	0	0	0	0	0	1,700	1,700	0	0
<b>Total homes</b>	<b>11,308</b>	<b>14,000</b>	<b>2,692</b>	<b>14,000</b>	<b>2,692</b>	<b>14,000</b>	<b>2,692</b>	<b>14,000</b>	<b>2,692</b>

## Overview of options to growth considered in SIP

**5.4 Option 1** maintains the approach of the existing Local Plan<sup>13</sup> but adds approximately 10% to the housing requirements for Winchester Town, the South Hampshire Urban Areas and the Market Towns and Rural Areas. Through this option the majority of the development required above existing commitments would be provided at Winchester Town and in the South Hampshire Urban Areas. If it proves that the new housing requirement cannot be met at the existing strategic allocations of West of Waterlooville and North Whiteley in the South Hampshire Urban Areas, it is likely that a wider southern part of the district would meet the remaining housing need.

**5.5 Option 2** seeks to re-align the focus of development towards Winchester. The scope to do this is limited by the level of existing commitments in the rural area and South Hampshire Urban Areas, which means that the Market Towns and Rural Area and South Hampshire Urban Areas as a whole, is likely to deliver more than might be expected under this option. The level of new homes to be provided through this option, compared to the existing requirements through the adopted Local Plan for the South Hampshire Urban Areas and Market Towns and Rural Areas is, however, increased by around 5% and 10%, respectively.

**5.6 Option 3** would include a strategic allocation in the district outside the South Hampshire Urban Areas and the National Park. The strategic allocation is likely to deliver about 1,700 dwellings during the Local Plan period to 2038. It would provide a focus for development that would continue into future plan periods. In other locations within the district, development to meet the housing requirement would be limited to existing commitments and an allowance for windfall development. This option would substantially reduce the level of additional development at Winchester Town compared to all other options considered.

**5.7 Option 4** seeks to apportion new development so as to more closely reflect the existing spread of population across the district. The new development to be provided at each spatial area may need to be modified to take account of the scale of existing commitments. The result is that the rural settlements are the focus of more growth than in other options, proportionately reflecting their existing size and commitments. Housing targets may be set through this option for an additional three to six villages that do not have them in the current Local Plan, in accordance with a settlement hierarchy based on sustainability credentials.

## Assumptions used in the SA

**5.8** In order to enable the appraisal of the four growth options to be carried out consistently, it has been assumed that all new development would meet minimum standards of good design and sustainable construction techniques and include an element of affordable housing and open space provision. For larger scale developments, i.e. 500 homes or more, irrespective of whether these are located around Winchester Town, at the South Hampshire existing strategic allocations, or a new settlement, it is assumed that all would improve or provide a range of services and facilities (e.g. schools, open space, green infrastructure, GPs etc.) and a good network of active travel routes within the development linking to any existing networks. However, no assumptions have been made regarding provision of new public transport routes as specific development proposals are not known for all potential larger development locations at this stage.

**5.9** SIP The generic assumptions set out above have been assumed for all large developments that might occur at Winchester Town, South Hampshire and the potential new strategic allocations or new settlements. These assumptions have been applied for consistency throughout the assessments and to enable comparison between the four options on a like for like basis. However, they do not prejudice the ability of the Council to set higher policy requirements in within the Local Plan.

## Mitigation

**5.10** The potential sustainability effects for the options set out below have been identified without taking site-specific mitigation into account. While some potential negative effects have been identified in relation to the four options to growth in the district, it is recognised that these could be avoided or mitigated through the implementation of other policy safeguards that could be included in the emerging Winchester district Local Plan. Therefore, for each of the SA objectives, mitigation measures that could be included within policies in the Local Plan have been suggested which would help to mitigate the potential negative effects identified. However, it is acknowledged that a number of these measures are already included in the potential policy options set

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<sup>13</sup> Winchester City Council (2013) Winchester district Local Plan Part 1

out in the Strategic Issues and Priorities consultation document. Therefore, at the next stage of plan preparation, the SA will consider whether preferred policy options included in the Draft Local Plan address the necessary mitigation identified in this Chapter of the SA Report.

## Results of SA of options for the distribution of growth in the plan area

**5.11** The results of the SA of the four options for growth are described below by SA objective with a summary provided in **Table 5.2** below. The appraisal work has been undertaken using the existing housing commitments for the plan area (shown in **Table 5.1**) as the baseline. Therefore, for each growth option the appraisal has considered the effects of delivering the additional number of required homes over and above existing commitments at each proposed location. The justification text included for each SA objective and the effects recorded for each option considers the potential for cumulative effects with the existing commitments. The SA will consider the potential for the cumulative effects of the plan in more detail when more certainty is known about which options are to be taken forward and more detailed policy wording which might help to mitigate or enhance effects identified is drafted.

**Table 5.2: Summary of SA findings for four options to growth**

SA objective	Option 1: Existing Local Plan	Option 2: Focus on Winchester Town	Option 3: One or more new strategic allocations / new settlements	Option 4: Dispersed
SA1: Climate Change Mitigation	+?	+	+	--/+
SA2: Transport and Air Quality	+/-?	++/-?	++/-?	--/+
SA3: Climate Change Adaptation	+?	+	+	+/-
SA4: Health and Wellbeing	+?	++/-?	++/-?	--/+
SA5: Community Cohesion and Safety	++/-?	+/-?	--/+?	++/-
SA6: Housing	++?	++	+/-?	++/-
SA7: Access to Services, Facilities and Jobs	+?	++/-	--/+?	--/+
SA8: Sustainable Economic Growth	+?	++?	+/-?	+/-
SA9: Biodiversity and Geodiversity	--/+	--/+	--/+?	--
SA10: Landscapes and Character	--/+?	--/+?	--/+?	--?
SA11: Historic Environment	--?	--?	-?	--?
SA12: Natural Resources	+/-?	+/-	--?	--/+
SA13: Water Resources	--?	--	--?	--
SA14: Flood Risk	--?	-?	-?	--?

**SA1: To minimise the district's contribution to climate change through a reduction of greenhouse gas emissions from all sources and facilitate the aim of carbon neutrality by 2030.**

**5.12** The appraisal of SA objective 1 does not address greenhouse gas emissions associated with travel which are instead covered under SA objective 2. This SA objective considers the potential for new development to promote energy and water efficiency as well as increasing the potential for homes to make use of energy from renewable and low carbon sources. Encouraging energy and water efficiency will be achieved through policy requirements in the Local Plan and design measures included in new proposals as well as the decisions of new residents and not the location of new development, which is the focus of these four options to growth in the district. Switching to using electricity provided from renewable and low carbon sources will account for a substantial portion of the district's reduction in its carbon footprint over the plan period. All homes regardless of their location in the district are likely to have similar potential to benefit from energy from these sources. However, where large scale development locations are included in the options there is increased potential for new low carbon energy infrastructure (such as district heating and combined heat and power (CHP)) to be provided and a high number of homes to be connected.

**Option 1 (Existing Local Plan strategy)**

**Winchester Town**

**5.13** Option 1 would allow for the majority of development at Winchester Town as well as within the South Hampshire Urban Areas. At Winchester, the option could include the development of large sites (500+ homes), which could support new infrastructure provision and the potential for connecting numerous homes to schemes such as district heating and CHP. Where smaller sites come forward at larger settlements there is expected to be more limited scope to achieve infrastructure improvements, or developer contributions for new infrastructure.

**South Hampshire Urban Areas**

**5.14** Option 1 would deliver a high level of development (approximately 1,300 homes) in the South Hampshire Urban Areas . This could include development at the existing strategic allocations (i.e. West of Waterlooville and North Whiteley). Focussing a large amount of development at these locations could have similar impacts in terms of the potential for connecting a high number of residents to district heating and CHP to large scale development provided at Winchester. However, constraints relating to the existing strategic allocations mean that the total new housing requirement for the South Hampshire Urban Areas might not be met in these locations. In this case development would be provided elsewhere in the southern part of the district. If some or all of the new development is required to come forward at locations in the South Hampshire Urban Areas away from the existing strategic allocations, the smaller scale of development is less likely to support improvements of this type.

**Market Towns and Rural Area**

**5.15** The level of development to be provided through option 1 at the Market Towns and Rural Area is relatively limited. The smaller scale of development at the smaller settlements and more rural areas is less likely to support provision of new low carbon energy infrastructure. The dispersed distribution of development supported through this element of option 1 is also unlikely to support the connection of high numbers of residents to schemes such as district heating and CHP.

**5.16** Given the higher level of provision of development at the larger settlements (including at Winchester Town) through option 1 an overall minor positive effect is expected for SA objective 1. The effect is uncertain given that a proportion of development in the South Hampshire Urban Areas may be delivered away from the existing strategic allocations where there may be reduced potential to achieve the scale of development to support low carbon infrastructure.

**Option 2 (Focus on Winchester Town)**

**5.17** Option 2 sets out a similar approach to option 1 but would increase the number of homes to be delivered at Winchester Town by 500, with lower numbers of homes provided in the South Hampshire Urban Areas. The number of homes to be provided through this option at the Market Towns and Rural Areas is increased from the adopted Local Plan level, however, existing commitments would mean the additional level of housing to be provided at settlements in this area over the plan period would be quite low. Overall, option 2 is expected to have similar impacts to option 1 in terms of achieving the scale of growth at Winchester Town in particular, that could support infrastructure for and connections to district heating and CHP. Therefore, an overall minor positive effect is expected for option 2.

### Option 3 (One or more new strategic allocations / new settlements)

**5.18** Option 3 would provide the majority of additional development above that which is already committed at one or more new strategic allocations or settlements in the central/northern part of the district. In comparison to the other options considered, option 3 would limit the level of housing at Winchester Town (to approximately 730 homes) and the South Hampshire Urban Areas (to approximately 170 homes). While the number of homes to be provided at Winchester is still relatively high, development would be provided through existing commitments and windfall development or redevelopment. Given that new large scale growth is less supportive through this option at the town, the incorporation of new low carbon infrastructure is likely to be less viable. Through option 3, the level of housing to be provided in the Market Towns and Rural Areas is the lowest of the four options, but it is comparable to levels provided through options 1 and 2. Compared to options 1 and 2, option 3 would reduce the potential for achieving new supporting infrastructure at the larger settlements in the plan area and connecting to existing schemes at these locations. However, the delivery of a new settlement provides the opportunity to incorporate new low carbon infrastructure (such as district heating and CHP) to which numerous new homes could be connected. Therefore, a minor positive effect is expected for option 3.

### Option 4 (Dispersed)

**5.19** Option 4 would result in a more dispersed distribution of growth across the district. However, through this option, Winchester Town would still accommodate a sizeable amount of housing development (equivalent to the level included in option 1). Development within the South Hampshire Urban Areas would be limited to around 70 homes. As a higher number of homes would be provided at the smaller and more rural settlements these residents would be less likely to benefit from connections to existing and/or new low carbon energy infrastructure, such as district heating and CHP. There would be limited scope to provide new development of sufficient scale to support new infrastructure provision in the district, apart from at Winchester. Overall a mixed minor positive effect in relation to the new development at Winchester and significant negative effect in relation to the other areas of the district is expected for option 4.

### Mitigation

**5.20** In order to mitigate negative effects identified in relation to reducing climate change, the new Local Plan could include policies:

- Requiring all development to be zero carbon, through incorporation of good design codes and sustainable construction that include energy efficiency measures.
- Supporting or requiring proposals that would incorporate infrastructure to support energy from renewable and low carbon sources.

### Conclusion

**5.21** The options to growth in the district that would deliver new dwellings at larger scale development sites offer the greatest potential to link homes to new low carbon energy schemes such as district heating and CHP. Option 3 offers increased potential to secure new provisions of this type at new strategic sites or settlements, although there will be reduced potential to provide district heating and CHP within the existing larger settlements through this option. While options 1 and 2, are less likely to achieve the scale of growth as option 3 would at a single location, these options could potentially allow for provision at large urban locations in the area. The effects for option 2 will be influenced by the proportion of new development that can be focussed on the existing strategic allocations at West of Waterlooville and North Whiteley. The potential requirement to distribute some or all of this development to other locations within the South Hampshire Urban Areas could mean that the scale of growth achieved at many locations would be less supportive of low carbon infrastructure.

**5.22** Despite directing approximately 1,230 homes to Winchester Town, option 4 is expected to perform least favourably as it would result in much of the new development occurring at a high number of small scale dispersed sites. These sites are not expected to be of a scale to support substantial new infrastructure provision. The location of these at sites at more rural locations is also likely to mean they would be least likely to be able to connect to future low carbon energy infrastructure.



## SA2: To reduce the need to travel by private vehicle in the district and improve air quality.

**5.23** The most significant source of carbon emissions and air pollution in the district is from transport with much of this associated with major roads including the M3, M27, A34, A31 and A303. Winchester Town Centre also experiences high levels of traffic congestion and an AQMA has been declared. Two further AQMAs lie to the south of the district (both within Eastleigh Borough) along the M3 into Eastleigh and along the A334 at the village of Botley. Winchester Town provides access to frequent bus services to Southampton, Harestock and Kings Worthy amongst other locations, although traffic congestion affects the reliability of these services at times. The town also benefits from a higher number of bus stops than other settlements in the district as well as four park and ride sites which allow for connections to the town centre and railway station. From Winchester Town there are direct train connections to London Waterloo, Southampton, Portsmouth, Bournemouth, Weymouth, Micheldever, Shawford and Botley. Additional railway stations are accessible in Botley, Micheldever Station and Shawford, as well as close to the district edge at Eastleigh, Hedge End, Portchester, and Swanwick. There are also railways station in Alresford and at Ropley outside of the district, however, these currently function in a recreational capacity and are not connected to the mainline services.

**5.24** In terms of commuting patterns Winchester district has a strong relationship with Eastleigh, Southampton and Portsmouth to the south (mostly vehicle trips) as well as by rail to London. Data is available for the mean CO2 emissions per commuter for the district at the Middle layer Super Output Area (MSOA) level (see **Figure D.2** in **Appendix D**). This shows that areas which fall within the east of National Park in the district and areas to the north and south of the National Park have relatively high levels of CO2 emissions per commuter. This includes the area around New Alresford. The highest levels of emissions per capita from commuting are in the north of the district including South Wonston, Wonston, Sutton Scotney, Micheldever and Micheldever Station. The areas of the district which perform most favourably in terms of mean CO2 emissions per capita include parts of Winchester Town. The south east of the district towards Havant district within the South Hampshire Urban Area is shown to have relatively low mean CO2 emissions per capita, similar to the MSOA covering the eastern parts of Winchester Town, but not as low as the south western corner of Winchester Town (MSOA Winchester 008 - Winchester Stanmore) that displays the lowest emissions in the district.

**5.25** Data available at the MSOA level also shows that within Winchester Town only one area (MSOA Winchester 005 - Winchester West) reports levels of commuters driving to work by car or van<sup>14</sup> that is over 20%. Areas within Winchester Town also have the highest percentage of commuters travelling to work by foot and by train. The areas in the south east of the district have among the highest percentages for commuters driving to work by car or van. This includes MSOAs Winchester 010 to 014 (Colden Common & Twyford, Swanmore, Hambledon & West Meon, Bishop's Waltham & Waltham Chase, Whiteley, Knowle & Wickham and Denmead & Southwick). The areas take in parts of the South Hampshire Urban Areas as well as locations within the National Park. The difference in the relatively low level of CO2 emissions per capita from commuters and the higher levels of private car commuters in the south east of the district may reflect the higher number of job opportunities which are well connected by road nearby to these locations.

### Option 1 (Existing Local Plan strategy)

#### Winchester Town

**5.26** Option 1 would result in development mostly being delivered at the higher order settlements of the plan area. Much of the growth would be focussed on Winchester Town (approximately 1,230 homes) which provides access to the widest range of services and facilities, jobs and public transport options. Large areas of the town also have the lowest levels of CO2 emissions per capita from commuting and the highest percentage of residents travelling to work by foot and by train. In all, considering the strong service and job offer, as well as the transport links at the settlement, development at this location is considered most likely to help reduce the need to travel in the plan area. This element of growth could, however, contribute to the existing congestion within the settlement as well as exacerbation of air pollution within the town centre's AQMA.

#### South Hampshire Urban Areas

**5.27** Additional housing growth (approximately 1,200 homes) would also be provided through option 1 in the South Hampshire Urban Area. This could include growth at the existing strategic allocations at West of Waterlooville and North Whiteley. These

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<sup>14</sup> This figure does not include those who are passengers in cars or vans.

allocations are planned to deliver new services and facilities. However, constraints relating to the existing strategic allocations mean that the total new housing requirement for the South Hampshire Urban Areas might not be met in these locations. In this case development would be provided elsewhere in the southern part of the district. If some or all of the new development is required to come forward at locations in the South Hampshire Urban Areas away from the existing strategic allocations, a proportion of new residents would be provided with a more limited level of access to existing services and facilities. Option 1 will provide some residents with opportunities for car-free access to existing services and facilities, along with new service and sustainable transport provision, and therefore a minor positive effect is expected. This is combined with an uncertain minor negative effect given that residents in the southern part of the district might be located in areas where existing services and facilities are less readily accessible. Furthermore, to the south, there is potential for development at these locations to continue commuting patterns by car out of the district towards settlements such as Eastleigh, Southampton, Fareham and Portsmouth to the detriment of greenhouse gas emissions and air quality. There also may be some increase in traffic within the Botley AQMA where additional houses would be delivered in the south west of the district.

**5.28** However, where a proportion of new homes would be accommodated in the south east towards Waterlooville, there is potential to build upon the existing patterns of travel which currently sees some of the lowest levels of CO<sub>2</sub> emissions from commuting per capita. Furthermore, although land to the north of Whiteley does not perform as favourably in this regard, CO<sub>2</sub> emissions from commuting at this location are similar to those across much of the rest of the district. It is expected that increasing the level of growth in the South Hampshire Urban Areas could build on the relative sustainability of these locations.

### **Market Towns and Rural Area**

**5.29** Option 1 would provide a limited amount of development (around 200 homes) at the Market Towns and Rural Area. At the smaller settlements and more rural locations it is likely that residents will need to travel to access some services and employment opportunities. In general, the settlements in the Market Towns and Rural Area present relatively high levels of CO<sub>2</sub> emissions per capital for commuting, with emissions particularly high at the settlements of South Wonston and Sutton Scotney. The areas to the north and south of the National Park also display relatively high levels of CO<sub>2</sub> emissions per capita from commuting. This includes the area around New Alresford. The exception to this is some of the smaller settlements to the south east including Denmead, where emissions per capita are noted to be lower. Considering the low level of development proposed across many of the market towns alongside existing commitments at these locations, this option could help to limit the potential for the stagnation of rural service provision in the plan area which might otherwise result in increased need to travel.

**5.30** Overall a mixed minor positive effect due to the majority of development going to Winchester Town and South Hampshire Urban Areas and minor negative effect in relation to the Market Towns and Rural Areas as well as congestion in Winchester Town is expected for option 1. The overall effect is uncertain. This reflects the presently unknown location and distribution of development within the South Hampshire Urban Areas, where development may or may not be well related to the existing allocations of West of Waterlooville and North Whiteley.

### **Option 2 (Focus on Winchester Town)**

**5.31** Option 2 would distribute new development in the district in a similar way to option 1 but would increase the proportion of development at Winchester Town by 500 homes (to approximately 1,730 overall). The increased level of development at Winchester Town would see the number of homes at the South Hampshire Urban Areas reducing from approximately 1,270 to 820 homes. The more rural and smaller settlements in the plan area would also accommodate lower levels of development through this option. Option 2 would therefore provide more opportunities than option 1 to strengthen the role of Winchester Town as the main service provider in the plan area. It would also provide increased opportunities for residents to work locally or commute by train or bus.

**5.32** However, the higher number of new residents could put more pressure on existing services and facilities at Winchester Town under this option, which could impact on local travel habits. For example, where residents are required to travel by car out of Winchester Town to access services elsewhere. However, this is uncertain and will depend in part on the delivery and phasing of new services and facilities alongside the new homes. Furthermore, increased development provided at Winchester Town could have adverse impacts in terms of traffic and congestion within the town's AQMA, although this will be influenced by residents' travel habits. The more limited level of development to be provided at the smaller settlements and rural areas could lead to some stagnation of service provision at these locations. The lower level of additional development at the Market Towns and Rural Areas through this option is likely to mean some settlements would accommodate no growth other than that which

already has permission or is allocated, although it is noted that existing commitments could help to maintain service provision to some degree. Overall a mixed uncertain significant positive effect due to the highest amount of development going to Winchester Town and minor negative effect in relation to the Market Towns and Rural Areas as well as congestion in Winchester Town is expected for option 2.

### Option 3 (One or more new strategic allocations / new settlements)

**5.33** Option 3 would deliver much of the additional housing development at one or more new strategic allocations or new settlements in the central/northern part of the district. This option would reduce the level of housing at Winchester Town (to approximately 730 homes) and the South Hampshire Urban Areas (to approximately 170 homes). The level of housing to be provided in the Market Towns and Rural Area (approximately 100 homes) would be comparable to options 1 (approximately 200 homes) and 2 (approximately 150 homes). The level of development proposed at the new strategic allocation(s) or new settlement(s) is likely to allow for the provision of a sustainable and more self-contained settlement where services and facilities are accessible by non-car modes. However, it may be that the realisation of a more self-contained development can only be fully achieved in the longer term, given that some infrastructure may not be in place for early occupants of the site to benefit from. The sustainability of the new settlement over the plan period will be influenced greatly by the phasing of new services. It is likely that development of the new settlement could result in increased need to travel by car to access some services and facilities, in the short term in particular.

**5.34** Where new strategic growth would be provided as an extension to an existing villages and towns, new residents are likely to benefit from nearby access to existing services and facilities, reducing the need to travel before service provision is made within the new development. However, there is potential for existing services to become overburdened given the high level of development provided. It is likely that larger settlements in the plan area could successfully accommodate high levels of new development without over-burdening existing services and facilities. Depending on its specific location, new strategic allocations or settlements are likely to provide variable levels of access to existing and/or new services and facilities. Overall an uncertain mixed significant positive effect in the longer term, and minor negative effect in the short term is expected for option 3.

### Option 4 (Dispersed)

**5.35** Option 4 would result in a more dispersed distribution of growth across the district. Through this option, Winchester Town would still accommodate a sizeable amount of housing development (similar to option 1). This would support the potential for new service provision and for new residents to benefit from good levels of access to these as well as public transport. Development would be limited to around 70 homes at the South Hampshire Urban Areas.

**5.36** This option would result in increased development at the Market Towns and Rural Areas. Three to six additional villages would be set housing targets through this option, with the focus on locations where new development could help provide new or improved public transport provision and local facilities. Where new housing allocations are needed there would be an aim to provide further employment land. It should be noted that this option would include settlements which currently provide access to more limited service provision than the larger existing settlements. Of the smaller settlements, it is worth noting that Otterbourne and Sparsholt are relatively well related to Eastleigh and Winchester Town respectively, but are not within walking distances of those settlements. Furthermore, South Wonston and Sutton Scotney lie within a part of the district within which CO<sub>2</sub> emissions per capita from commuting are the highest and option 4 could support further development at these locations which could continue this trend.

**5.37** Considering the relatively wide distribution of development supported through this approach, the level of development above existing commitments is unlikely to support substantial new services or infrastructure provision, which might otherwise greatly reduce the need to travel by car in the plan area. Therefore, through option 4, many new residents would have limited access to nearby services and there could be a substantial increase in the need to travel by car. This option is, however, considered most likely to support existing rural service provision and to support the role of local centres in the plan area. Overall a mixed minor positive effect in relation to development at Winchester Town and significant negative effect due to the amount of housing going to the Market Towns and Rural Areas is expected for option 4.

## Mitigation

**5.38** In order to mitigate negative effects identified in relation to reducing carbon emissions and air pollution, the new Local Plan could include policies that:

- Ensure that the creation of active travel and public transport options are required within the design of new developments and supported by contributions from developers through S106 agreements. The design of new development should encourage trips by sustainable modes through the delivery of compact, mixed-use schemes.

## Conclusion

**5.39** Option 2 would perform most favourably against this SA objective in terms of reducing carbon emissions and air pollution as it would provide the most residents with good access to a high number of services and facilities and job opportunities. However, option 2 could also place burdens on the existing services and facilities at Winchester Town. Furthermore, focussing increased levels of development at this location could have adverse impacts in terms of the existing air quality issues within the AQMA at this settlement if sufficient active travel and public transport options are not included within new development. Winchester Town is already known to suffer from high levels of congestion and option 2 could intensify this issue. Option 1 would maintain an approach broadly in line with the existing spatial strategy and therefore provide many new residents with good access to services, facilities and jobs which could minimise the requirement to travel. However, impacts are uncertain as they would be largely influenced by the potential to locate development within the south of the district in areas near to existing strategic allocations, the specific locations for which are currently unknown.

**5.40** Option 3 could support substantial new service provision in the plan area. However, this is likely to be achieved in the longer term which may mean that earlier occupants of the site may be more reliant on travel by private vehicle. The impacts of this option would be greatly influenced by the specific location of any new strategic allocation(s) or settlement(s) which is not known at this stage. Option 4 would be less likely to achieve positive effects due to the dispersed distribution of development, which would provide a high number of residents in the rural areas with access to only some local services and is likely to increase car travel. While this option could support the role of local centres in the plan area, it is considered less likely to achieve the critical mass at new developments to support substantial new service and transport infrastructure provision in the plan area.

## SA3: To support the district's adaptation to unavoidable climate change.

**5.41** Addressing climate change adaptation as new development is delivered over the plan period is most likely to be influenced by design measures incorporated at new development proposals to address the hotter, drier summers and warmer, wetter winters predicted for the UK. This might include enabling passive cooling, draught proofing and supporting natural shading, as well as promoting flood resilience which is addressed separately through SA objective 14. These measures will be achieved through policy requirements in the Local Plan and not the location of new development, which is the focus of these four options to growth in the district. Climate change adaptation may, however, also be influenced by the incorporation of green infrastructure as development is delivered. As well as supporting increased flood resilience, green infrastructure can help to counteract the urban heat island effect, prevent soil erosion and support biodiversity as climate change results in habitat loss. It is expected that all development will provide some opportunities to incorporate green infrastructure, however more substantial provision and coordinated options may result at large-scale sites.

## Option 1 (Existing Local Plan strategy)

### Winchester Town

**5.42** By focussing much of the additional development over the plan period at the larger settlements, option 1 may provide opportunities for the incorporation of large scale green infrastructure through a coordinated approach. In Winchester Town this is likely to include large scale development (over 500 homes), which should provide opportunities to link with existing green infrastructure at this settlement.

### South Hampshire Urban Areas

**5.43** Development within the South Hampshire Urban Areas (i.e. a total of approximately 1,270 homes) may provide opportunities to coordinate green infrastructure provision, as well as link to new large-scale green infrastructure. This may be best achieved at the existing strategic allocations at West of Waterlooville and North Whiteley. However, existing constraints may mean that some or all of the development within the South Hampshire Urban Areas may have to be provided in other parts of the south of the district. Where development is more widely distributed to a number of alternative locations it is expected that the potential for the incorporation of large scale green infrastructure and connections to existing or planned green infrastructure will be reduced.

### Market Towns and Rural Area

**5.44** Option 1 would provide a limited amount of development at the Market Towns and Rural Area. This element of development would be more dispersed than the development delivered at Winchester Town and potentially within the South Hampshire Urban Areas. While there are likely to be opportunities at link to green infrastructure assets in the countryside, this element of growth is less likely to support a coordinated approach to green infrastructure and fewer residents would benefit from it.

**5.45** Overall a minor positive effect is expected for option 1. The effect is uncertain given that it is unknown if the relatively high level of development within the South Hampshire Urban Areas could be achieved at the existing strategic allocations where a more coordinated approach to green infrastructure provision might be supported.

### Option 2 (Focus on Winchester Town)

**5.46** Option 2 would distribute new development in the district in a similar manner to option 1 but would increase the proportion of development at Winchester Town by 500 homes (to approximately 1,730 overall). Through this option, the number of homes at the South Hampshire Urban Areas is reduced from approximately 1,270 to 820 homes. The smaller, more rural settlements in the plan area would also accommodate lower levels of development through this option. The increased development at Winchester Town would increase the number of homes which could potentially benefit from large scale green infrastructure provision although a reduction in provision might result in the South Hampshire Urban Areas. Any increased benefit for this option at Winchester Town will be influenced by the precise location of development and the potential to link with existing green infrastructure in that settlement. A minor positive effect is expected for option 2.

### Option 3 (One or more new strategic allocations / new settlements)

**5.47** By delivering much of the additional housing development at one or more new strategic allocations or new settlements in the central/northern part of the district, option 3 is likely to provide opportunities to achieve coordinated and substantial green infrastructure provision. Delivery of these benefits will be most dependent upon the design planned for any strategic allocation. There could also be opportunities to benefit existing residents where large scale growth would be provided as an extension to an existing settlement and green infrastructure is incorporated. Through option 3, additional housing at Winchester Town and the South Hampshire Urban Areas would be limited to approximately 730 and 170 dwellings, respectively. While the number of homes to be provided at Winchester is still relatively high, development would be provided through existing commitments and windfall development or redevelopment. This option could therefore limit the potential for achieving a coordinated approach to large scale green infrastructure provision at these locations. A minor positive effect is expected for option 3.

### Option 4 (Dispersed)

**5.48** A relatively high level of development above existing commitments (approximately 1,230 homes) would still be achieved through option 4 at Winchester Town. Therefore, some incorporation of large scale green infrastructure to benefit a high number of residents at the largest settlement in the district could result through this option. Through option 4, however, a higher number of smaller and more rural settlements would accommodate some housing growth, as three to six villages would be given housing targets. At the more rural settlements, there are likely to be opportunities to connect to green infrastructure assets in the countryside. However, the dispersed nature of this element of option 4 is considerably less likely to support large scale green infrastructure provision which would benefit a high number of residents. It is also less likely to connect to other green infrastructure provisions being planned through existing commitments at larger sites. A mixed minor positive and minor negative effect is expected for option 4.

## Mitigation

**5.49** In order to mitigate negative effects identified in relation to supporting climate change adaptation, the new Local Plan could include policies that:

- Ensure development is designed to allow for positive adaptations to expected climate change. Building use, design, siting, orientation and layout should be required to demonstrate resilience to the future impacts of climate change including increased temperatures, wind speeds and changes in rainfall patterns and intensity, e.g. by avoiding heat loss or gain, making use of natural ventilation, shading from trees, use of SuDS, rainwater collection and grey water recycling. Ensure green infrastructure networks and corridors are created, maintained and connected within and around new development schemes, including through the use of living roofs, tree canopy cover and hedgerows.

## Conclusion

**5.50** The options to growth in the district are not expected to affect the potential for climate change adaptation measures to be delivered within new developments. This is more likely to be influenced by Local Plan policies than the distribution of new development. In terms of green infrastructure provision, options 2 is likely to provide increased opportunities to incorporate green infrastructure of a large scale, with potential to coordinate the option across multiple sites considering the level of development to be provided at Winchester Town. Option 1 could achieve similar benefits but would be less likely to achieve the same level of coordinated approach due to a more limited level of development going to Winchester Town. The precise effects of option 1 would also be influenced by the relationship between the development to be provided in the South Hampshire Urban Areas and the existing allocations at West of Waterlooville and North Whiteley. Constraints at these locations may mean that some development has to be distributed to other (as yet unknown) locations in the south of the district.

**5.51** Providing one or more new strategic allocations or new settlements (option 3) is likely to provide similar opportunities regardless its general location. The potential for achieving a coordinated approach to green infrastructure provision will be influenced by the precise location of new development sites in relation to existing settlements and features in the countryside as well as their design. A more dispersed distribution of development (option 4) is considered least likely to achieve large-scale green infrastructure provision which would benefit the highest number of existing residents in the district. It is also less likely to support a coordinated approach green infrastructure provision and the benefits that would provide in relation to climate change adaptation.

## SA 4: To improve public health and wellbeing and reduce health inequalities in the district.

**5.52** The location of new development could impact on health and wellbeing in terms of how accessible healthcare facilities are, how easily recreation opportunities can be accessed and active travel encouraged. The highest concentration of services and facilities in the district is provided in Winchester Town. This is followed by Whiteley and the district centres of Bishops Waltham, New Alresford and Wickham. These locations provide access to healthcare facilities as well as open space and recreational facilities. The South Downs National Park and areas of open space within settlements offer recreational opportunities for district residents. However, some settlements in the plan area were identified as having net deficiencies in open space in work for Local Plan Part 2 (prior to any open space allocations in that Plan). This includes Bishops Sutton, Boarhunt, Colden Common, Crawley, Denmead, Durley, Headbourne Worthy, Kings Worthy, Northington, Old Alresford, South Wonston, Waltham Chase, Wickham and Wonston. This is also the case for Harestock, Oliver's Battery, St Barnabus Ward, St Luke's Ward, and St Paul's Ward within Winchester Town. Furthermore, some areas within the St John and All Saints wards of Winchester Town are also amongst the most deprived in the district (20-30% most deprived in England in the IMD 2019 and 30-40% most deprived for the health domain).

### Option 1 (Existing Local Plan strategy)

#### Winchester Town

**5.53** Option 1 would result in development mostly being delivered at the higher order settlements of the plan area, including around 1,230 homes at Winchester Town. Residents located close to this settlement are likely to benefit from a good level of access to healthcare facilities. The short journey times to other services and facilities and employment opportunities is likely to increase the proportion of journeys being made by active modes. The scale of growth to be provided at Winchester Town could

go some way to supporting new facilities and providing new open spaces which could help to address deprivation within the town. However, this will depend on the new development's proximity to areas of highest deprivation such as the St. John and All Saints wards.

### South Hampshire Urban Areas

**5.54** Through option 1, around 1,270 additional homes would be delivered in the South Hampshire Urban Areas. This could include new homes at the existing allocations at West of Waterlooville and North Whiteley. These locations would provide benefits in terms access to services and facilities and promoting travel by more active modes. The scale of growth to be delivered could support some new service provision but is likely to be more limited than at Winchester Town. However, due to existing constraints at these locations some level of development may need to be distributed to alternative locations in the south of the district which are not as well related to services planned for and currently provided at West of Waterlooville and North Whiteley. The wider distribution of development which may be required is also less likely to support new service provision.

### Market Towns and Rural Area

**5.55** Development across much of the district, including the larger towns, benefits from access to recreational opportunities within the National Park. Option 1 would provide limited growth within the smaller and more rural settlements where there could be increased opportunities to access the open countryside. This would result in less development being provided at Bishops Waltham and New Alresford, which are larger settlements at the National Park's edge. It should be noted that access to the National Park from Winchester Town by foot is currently restricted in places by the M3.

**5.56** Providing access for a high number of residents to the existing and planned services and facilities and sustainable transport links at Winchester Town and potentially at the existing strategic allocations at North Whiteley and West of Waterlooville is likely to limit the need to travel in the plan area to the benefit of air quality. However, where development is required to be distributed more widely to less developed locations in the south of the district and there is potential for increased out commuting to the larger settlements to the south of the district, this could have adverse impacts for air quality. Therefore, the EqIA (see **Appendix B**) has identified uncertain mixed positive and negative effects in relation to the protected characteristics **age** (including those over 65, infants and young children), **disability** (including those with long term health problems) and **pregnancy and maternity**. The level of development provided towards Winchester Town which includes some of the most deprived areas of the district means that service provision may be supported here to the benefit of **people living in deprived areas/rural areas**. A positive effect is recorded in the EqIA in relation to this group for this reason.

**5.57** Supporting the viability of the larger town centres in the plan area and providing development at locations which are well related to employment areas is likely to help provide some residents who are unemployed and/or are required to claim benefits as well as those who are currently on lower incomes with opportunities for higher paying jobs. Positive effects are therefore also expected in relation to the well-being of **people on low incomes, people on benefits and unemployed people**. The positive effects are uncertain as the levels of access to employment opportunities for residents at locations in the less developed locations in the south of district are unknown .

**5.58** Overall a minor positive effect is expected for option 1 in relation to SA objective 4. The effect is uncertain given that it will depend on the potential to accommodate all growth at the South Hampshire Urban Areas in areas which are well related to the existing allocations at West of Waterlooville and North Whiteley.

### Option 2 (Focus on Winchester Town)

**5.59** Development in the district would be delivered in a similar distribution to option 1, through option 2. However, the increased focus on delivery at Winchester Town would see an additional 500 homes provided at this location, thereby increasing the potential for large scale development to be achieved at this location. This approach would provide support for increased service provision at this relatively sustainable location and the short journeys for residents to services and employment opportunities is likely to help encourage the uptake of active modes of transport. Option 2 would be most likely to help address deprivation in Winchester Town, although this will depend on the precise location of development in relation to areas of higher deprivation. The higher number of homes at Winchester Town may put pressure on some existing services which might impact the potential for promoting active travel. However, this is uncertain, given that it is dependent on the delivery and phasing of new services and facilities. Option 2 would reduce the number of homes at the South Hampshire Urban Areas from approximately 1,270 to 820 homes.

**5.60** Providing more limited development at most of the more rural and smaller settlements through this option could result in some service stagnation and limit the potential for journeys by active modes to nearby services. However, there are substantial existing commitments in the Market Towns and Rural Area, and windfall developments would also help prevent this to some extent.

**5.61** Providing access for a high number of residents to the existing and planned services and facilities and sustainable transport links at Winchester Town and potentially at the existing strategic allocations at North Whiteley and West of Waterlooville is likely to limit the need to travel in the plan area to the benefit of air quality. Therefore, the EqlA (see **Appendix B**) has identified positive effects in relation to the protected characteristic **age** (including those over 65, infants and young children), **disability** (including those with long term health problems), **pregnancy and maternity** and **people living in deprived areas/rural areas** all of which may be particularly susceptible to this issue. Through this option, however, there is potential to intensify existing air quality issues within central parts of Winchester Town. These parts of the district presently contain the areas of highest deprivation in Winchester and therefore the positive effect identified in relation to people living in deprived areas/rural areas is combined with a negative effect.

**5.62** Supporting the viability of the larger town centres in the plan area and providing development at locations which are well related to employment areas is likely to help provide some residents who are unemployed and/or are required to claim benefits as well as those who are currently on lower incomes with opportunities for higher paying jobs. Positive effects are therefore also expected in relation to the well-being of **people on low incomes, people on benefits and unemployed people**.

**5.63** Overall a mixed uncertain significant positive effect in relation to development at Winchester Town and the South Hampshire Urban Areas and minor negative effect in relation to limited development in the Market Towns and Rural Areas is expected for option 2.

### Option 3 (One or more new strategic allocations / new settlements)

**5.64** By delivering much of the additional housing development at one or more new strategic allocations or new settlements, option 3 could achieve the creation of a relatively self-contained community in the long term. This focus for new development is likely to be provided in the central/northern part of the district. Where development is provided as an extension to an existing settlement in the plan area, residents could benefit from nearby access to existing healthcare services and/or open spaces, although there is potential for some of these becoming overburdened given the high level of development. The delivery of a new strategic allocation (regardless of its relationship to existing settlements) is likely to be of a scale to support new service provision. New service provision is also likely to benefit existing residents in the surrounding areas. The promotion of active travel at a strategic allocation which is delivered as a new settlement and ensuring that healthcare is accessible is likely to be dependent upon the phasing of new services as well as design issues. Some residents may be provided with no access to essential services in the earlier stages of the development coming forward. This option would provide some development at Winchester Town and at the South Hampshire Urban Areas but substantially less than options 1 and 2. It is, therefore, less likely to help address areas of higher deprivation in Winchester Town.

**5.65** Where a large amount of the development over the plan period would be provided as a new strategic allocation or a new settlement in the northern/central part of the district, residents could be required to travel longer distances to access some services and facilities at the early stages of the development. This will depend on the relation of any site to existing settlements. Where development is provided as an extension of an existing settlement there could be issues relating to the disruption of existing community networks. Option 3 is also less likely to help address the higher levels of deprivation which currently exist in Winchester Town. Therefore, the EqlA (see **Appendix B**) has identified mixed positive and negative effects for the protected characteristics **age** (including those over 65, infants and young children), **disability** (including those with long term health problems), **pregnancy and maternity** and **people living in deprived areas/rural areas**.

**5.66** This option has the potential to result in the establishment of a viable new strategic allocation or settlement which provides access to a range of employment opportunities, however, this is likely to occur in the long term. Therefore, mixed positive and negative effects are expected in relation to the well-being of **people on low incomes, people on benefits and unemployed people**.

**5.67** Overall an uncertain mixed significant positive effect in the longer term for the new settlement and significant negative effect in relation to all other areas of the district is expected for option 3.



#### Option 4 (Dispersed)

**5.68** Option 4 would result in Winchester Town accommodating a sizeable amount (around 1,230 homes above existing commitments) of housing development. The level of development to be accommodated at Winchester Town is similar to option 1, but the overall distribution achieved would be much more dispersed. This option would therefore go some way to helping to address deprivation in Winchester Town but would be less effective than option 2 in this regard. It would also be less likely to support new service provision in the South Hampshire Urban Areas given that development in these areas would be mostly limited to existing commitments. Allowing for housing growth distributed across a number of the smaller and more rural settlements is likely to mean that some but not all of residents' needs can be met locally. Three to six villages would have housing targets set for them based on the availability of local facilities. The dispersal of some residents to more rural locations in the plan area through this option could provide new residents with access to a range of recreational opportunities in the countryside. While this option could help to encourage some level of active travel it is likely that residents will also need to travel by car to access many essential facilities. The smaller scale of development at the rural settlements is less likely to support substantial new service provision, including healthcare.

**5.69** The increased potential for air pollution associated with travel in the plan area and reduced access for residents to certain services and facilities through this option means that negative effects are identified through the EqIA (see **Appendix B**) for the protected characteristics **age** (including those over 65, infants and young children), **disability** (including those with long term health problems), **pregnancy and maternity** and **people living in deprived areas/rural areas**. This option would most directly help to address rural deprivation and therefore a positive effect is identified in relation to people living in deprived areas/rural areas. The negative effect identified in combination for people living in deprived areas/rural areas may, however, be strengthened through this option. The relatively high level of development at Winchester Town through this option could intensify existing air quality issues at these locations which are also amongst the more deprived in the district.

**5.70** This option would result in a high number of residents having to travel longer distances from more rural locations to access employment opportunities. This may have adverse impacts in terms of the number of people who would be employed in the plan area as well as those who are required to claim certain types of benefits. Therefore, negative effects are expected in relation to the well-being of **people on low incomes, people on benefits** and **unemployed people**.

**5.71** Overall a mixed minor positive effect in relation to Winchester Town and significant negative effect for the South Hampshire Urban Areas and Market Towns and Rural Areas is expected for option 4.

#### Mitigation

**5.72** In order to mitigate negative effects identified in relation to health and wellbeing, the new Local Plan could include policies that:

- Ensure that additional green space, active travel routes and services and facilities are provided simultaneous to the rest of the development. This will give residents access to areas for physical activities and healthcare and help to encourage the uptake of walking and cycling as development is occupied.

#### Conclusion

**5.73** All four options would provide opportunities to secure substantial new service, active travel and open space provision at large scale sites. The larger proportion of development provided through options 1 and 2 at Winchester Town and potentially at the South Hampshire Urban Areas could benefit a higher number of residents in the plan area considering the larger populations of these areas. Through option 3, the provision of new services would be supported at one or more new strategic allocations or settlements. Where residents are located at large scale developments provided as extensions of existing settlements, new residents may make use of existing service provisions within those settlements, although it is noted that some services may become overburdened as result. At new settlements, however, the phasing of development may mean that some residents have to travel longer distances to access some services in the early stages of development. Option 2 would provide the added benefit of providing more new residents with access to a wide range of services and facilities in Winchester Town which could also encourage trips to be made by active travel. It would also be likely to most positively address issues of deprivation within the town. Focussing growth mostly at a single settlement may, however, have adverse impacts in terms of overburdening existing services in that settlement.

**5.74** Option 4 could help to reduce the potential for rural service stagnation and provide a higher number of residents with opportunities to access to the open countryside. However, this option is considered the most likely to result in a high proportion of new residents having limited access to services and facilities. Through this option it is likely that a high proportion of growth would be distributed in a manner which would be unlikely to support the provision of substantial new infrastructure.

#### **SA 5: To support community cohesion and safety in the district.**

**5.75** Providing development which can incorporate areas of open space which allow for informal interaction between residents is likely to help support community cohesion in the district. The integration of new, large scale sites may, however, act to disrupt existing community networks although at larger and more established settlements these networks may be more resilient to change. The delivery of development which supports new service provision is also likely to help address deprivation in the plan area and meet the needs of specific groups in the district including those with protected characteristics, such as age (older and younger residents), disability, race etc. The location of new development is less likely to affect crime and fear of crime as this will be influenced more by policy requirements relating to design of new developments, which are assessed in **Chapter 6** of this SA report.

#### **Option 1 (Existing Local Plan strategy)**

##### **Winchester Town**

**5.76** Option 1 would result in development mostly being delivered at Winchester Town and in the South Hampshire Urban Areas. This option would be likely to help address deprivation in Winchester Town although this will depend on the precise location of development. It is expected that the relatively large scale of development at Winchester Town could support new service provision and community cohesion and could incorporate new open spaces. The larger size and more established nature of Winchester Town is likely to mean that this will be one of the areas at which community networks are most resilient to change.

##### **South Hampshire Urban Areas**

**5.77** Through option 1 approximately 1,270 homes would be delivered at the South Hampshire Urban Areas. This could include in development at the existing strategic allocations at West of Waterlooville and North Whiteley. These existing strategic locations are at relatively large and established settlements. However, the planned allocations themselves are less likely to benefit from similarly strong existing community networks, as these will take time to establish. Furthermore, considering existing constraints at these two strategic allocations, some level of development may need to be distributed to alternative locations in the south of the district at which existing community networks at smaller settlements may be less well equipped to accommodate higher levels of development. The wider distribution of development which may be required is also less likely to support new service provision and address deprivation in the plan area.

##### **Market Towns and Rural Area**

**5.78** Option 1 would limit the amount of additional development to be provided at most of the smaller and more rural settlements. This option is less likely to help address rural deprivation in the plan area although existing commitments would go some way to supporting a level of regeneration. Deprivation in the more rural areas is evident through these areas' less favourable performance in terms of the IMD domains crime, barriers to housing and services and living environment (see Figures D.11-D.13 in the **Appendix D**). It is also noted that these areas are also those at which existing community networks would be less likely to successfully accommodate high numbers of new residents.

**5.79** This option is likely to help support the viability of existing centres in the plan area through a more proportionate distribution of development. This could provide residents with access to community buildings such as faith buildings at the larger settlements and therefore positive effects are identified through the EqIA (see **Appendix B**) in relation to the protected characteristic **religion or belief**. By supporting the vitality and viability of Winchester Town, option 1 could also help to promote informal interactions between residents and support community cohesion considering the range of open spaces, services and facilities and high number of existing residents at this location. Benefits are therefore also likely in terms of supporting social tolerance in the plan area. Positive effects have been identified in relation to the protected characteristic **gender reassignment, race and sexual orientation**. However, these effects are uncertain. The high level of development to be delivered at the South

Hampshire Urban Areas mean that some level of development might be provided in less developed locations in the south of the district where residents are likely to need to travel further to access certain services and facilities.

**5.80** Overall option 1 presents an approach which delivers levels of housing proportional to the existing role and hierarchy of settlements in the plan area. A mixed significant positive effect for the larger settlements and minor negative effect for the smaller, rural settlements is expected for option 1. The effect is uncertain given that it will depend on the potential to accommodate all growth at the South Hampshire Urban Areas in areas which are well related to the existing allocations at West of Waterlooville and North Whiteley.

### Option 2 (Focus on Winchester Town)

**5.81** Option 2 would distribute development in a similar manner to option 1 but with a higher level of development (in total around 1,730 homes) at Winchester Town. This option is considered to have most potential to help address more deprived areas at this settlement through new service provision. The scale of development is also likely to support successful incorporation of large scale new open space which could benefit a high number of residents. Furthermore, the established nature of Winchester Town is likely to mean that community networks will be more resilient to change as new development occurs. Increasing the level of housing above the existing commitments at this settlement is less likely to result in additional pressures on services and facilities. However, this will partly depend on the phasing of new development and therefore is partly unknown. By providing more limited levels of development at the South Hampshire Urban Areas, option 2 is less likely to support increased service provision at the existing strategic allocations at West of Waterlooville and North Whiteley. but is also less likely to result in disruptions to existing community networks.

**5.82** Option 2 would provide little additional development at the smaller and more rural settlements. Option 2 is therefore less likely to address issues of rural deprivation in the district and could allow for some stagnation of rural services. This impact could be limited by the existing development commitments at these locations.

**5.83** This option is likely to provide residents with access to community buildings such as faith buildings at the larger settlements (most notably Winchester Town) and therefore positive effects are identified through the EqIA (see **Appendix B**) in relation to the protected characteristic **religion or belief**. Option 2 would provide particular support for the vitality and viability of Winchester Town, which could also help to promote informal interactions between residents and support community cohesion considering the range of open spaces, services and facilities and high number of existing residents at this location. Benefits are therefore also likely in terms of supporting social tolerance in the plan area. Positive effects have been identified in relation to the protected characteristic **gender reassignment, race and sexual orientation**.

**5.84** Overall an uncertain mixed minor positive effect for the larger settlements and minor negative effect for the smaller, rural settlements is expected for option 2.

### Option 3 (One or more new strategic allocations / new settlements)

**5.85** Option 3 would provide opportunities for the delivery of new services and facilities including open space at one or more newly planned strategic allocations or settlements in the central/northern part of the district. The potential to support new service provision where development is focused at a single location could help to address local deprivation. The unknown location of the settlement means it is uncertain whether the development would help to address areas of highest deprivation in the plan area. The potential to create a settlement in which community networks are fostered will depend largely on its design. It is noted that creating a new settlement from scratch is likely to present challenges in terms of establishing that sense of community.

**5.86** Furthermore, residents at the settlement from the early stages may also lack access to facilities depending on the phasing of development. Where development is provided as an extension of an existing settlement in the plan area there is potential for existing community networks to be disrupted although this will depend partly on the scale of development provided and the capacity for the settlement in question to accommodate new, large scale development. Delivering new development in this manner would provide increased support for new infrastructure to benefit residents currently living in the district. The lower level of development delivered to many of the less established settlements through option 3 may allow for assimilation without impacts on existing community networks.

**5.87** It is likely that the creation of a new settlement or strategic allocation which provides a range of new services and facilities and open spaces will help to meet the needs of a wide range of residents and promote regular informal interactions between

them. However, as the creation of a self-contained new settlement is likely to take some time to establish it may not be possible to promote these aims in the early stages of development. Strategic development provided in a manner which is well related to an existing settlement could support early access to services and facilities but may result in disruption of existing community networks at this settlement. Option 3 is therefore identified through the EqIA (see **Appendix B**), as having mixed positive and negative effects in relation to the protected characteristics **religion or belief, gender reassignment, race and sexual orientation**.

**5.88** Overall an uncertain minor positive effect is expected in the longer term for the new settlement or strategic allocation. The minor positive effect for option 3 is combined with a significant negative effect considering the limited potential to address deprivation elsewhere in the district and also considering the potential for issues relating to the establishment of community cohesion at a new, large scale development.

#### Option 4 (Dispersed)

**5.89** Option 4 would result in a more dispersed distribution of development thereby supporting incremental increases to a high number of smaller and more rural locations. Through this option, three to six of the more sustainable additional smaller settlements would be set housing targets. Given that a relatively high level of development (approximately 1,230 homes above existing commitments) would still be achieved at Winchester Town, deprivation at this location may still be addressed to some degree. The option of distributing much of the new development across multiple smaller settlements through this option could mean that rural deprivation is positively addressed. Furthermore, this option could support the viability of local centres and the needs of some rural residents could be met locally. However, it is likely that a high number of rural residents would still lack access to certain essential services. New infrastructure and substantial and coordinated open space provision is less likely to result due to the more dispersed distribution of growth. The distribution of development across a higher number of rural locations may support the assimilation of growth more readily without substantial impacts on existing community networks. This is also likely to be the case at the South Hampshire Urban Areas. The lower level of development above existing commitments (around 70 homes) at the existing strategic allocations at West of Waterlooville and North Whiteley would mean that additional space for development in the south of the district is less likely to be needed, reducing implications in terms of assimilating new large scale growth.

**5.90** Option 4 is likely to perform less favourably than the other options in terms of supporting widespread social cohesion and tolerance. This option could help to limit the stagnation of rural services in the plan area and could support community cohesion in this manner. However, many residents would have to travel longer distances to access a wider range of services and facilities and certain groups may not have the required access to more specialist facilities at the more rural locations. The EqIA (see **Appendix B**) has therefore identified negative effects for the protected characteristic **religion or belief, gender reassignment, race and sexual orientation**.

**5.91** Overall a mixed significant positive for the rural areas and Winchester Town and minor negative effect in relation to provision of a full range of services and open space in the rural areas, plus community cohesion at other urban areas is expected for option 4.

#### Mitigation

**5.92** In order to mitigate negative effects identified in relation to community cohesion and safety, the new Local Plan could include:

- Requirements for social, health multi-functional green/blue and transport infrastructure to be delivered to meet specific local needs and at the same time as housing so that a sense of community is instilled. This option will also help to prevent existing services and facilities suffering from additional pressures. There is a need to ensure that rural services in the plan area are supported so that they remain viable.
- Requirements for open and public spaces to be designed to ensure their safety.

#### Conclusion

**5.93** Option 1 would distribute development which reflects the adopted Local Plan development strategy and is proportional to the current role and hierarchy of settlements in the plan area. The settlements which would accommodate much of the

development over the plan period are well established and it is expected that the community networks at these locations would be more resilient to change. Where development would be delivered at the West of Waterlooville strategic allocation, residents would benefit from nearby access to the settlement of Waterlooville. While not as developed as Winchester Town, this area is an established community which has a school and temporary community building. At the existing strategic allocation by North Whiteley the reduced level of existing service provision means that community networks are less likely to be resilient to change. At both allocations, however, additional services are already planned for. Through this option, however, there is some level of uncertainty given that, due to existing constraints at these two strategic allocations, the relatively high level of development to be provided within the South Hampshire Urban Areas may have to be distributed to other unknown locations. Option 4 would help to achieve the maintenance of rural services in the plan area and allow for a high number of residents in the rural area to access some services locally. It would, however, be unlikely to support the required level of new services over the plan period. Furthermore, many residents are likely to have to travel regularly to access some essential services through this option.

**5.94** option 2 would be most likely to address issues of deprivation at Winchester Town which contains some of the more deprived areas of the district. Positive effects are likely to be limited to just Winchester Town, however, with limited potential to help address rural deprivation. Through option 3 benefits could be achieved in terms of substantial new service provision and creation of one or more self-contained new settlements or strategic allocations. The potential for new development to benefit existing residents in the plan area will depend on the relationship between the new development and existing settlements which is currently unknown. The creation of sense of place and community cohesion at a new settlement or strategic allocation may also prove difficult to achieve and furthermore it may be that some residents lack access to essential services in the early stages of development.

#### **SA6: To provide housing of a decent standard to meet needs in the district.**

**5.95** At this stage, no specific quantum of development or allocations are proposed in order to provide for neighbouring authorities' unmet needs, given the expectation that the PfSH strategy will identify and deal with these. The results of work relating to the PfSH strategy will be considered under the 'Duty to Cooperate' and be taken forward as necessary through the next stages of the Local Plan process. It has been clarified by Government that the 'Standard Methodology' for calculating local housing needs will continue for the time being. However, it is not clear whether the 2020 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) and all options appraised would meet this level of housing.

**5.96** It is assumed that providing housing at large scale development sites would increase the potential to secure the delivery of a higher proportion of affordable homes without resulting in viability issues. Small and medium size housing sites will provide the benefit of achieving relatively fast build out rates. House prices in the district are higher than the national and regional average. Prices are higher in Winchester town centre in particular as well as in areas that area in close proximity to the centre of the Market Towns. This reflects their desirability as places to live. Parts of the district fall within the 10% most deprived in England for the barriers to housing and services domain in the IMD 2019. This includes an area of Winchester Town as well as parishes which take in land to the north and west of the town as well as land within the National Park (although it is noted that land within the National Park cannot be allocated through the new Local Plan) and land within the district around the villages of Wickham and Purbrook. The ability of new development to meet the needs of more specialist groups, including older people and people with disabilities is unlikely to be affected by its location and distribution, rather this will be influenced more by policy requirements relating to design of new developments, which are assessed in Chapter 6 of this SA report.

#### **Option 1 (Existing Local Plan strategy)**

##### **Winchester Town**

**5.97** Option 1 would result in housing growth largely following the existing hierarchy of settlements. Housing development would therefore mostly be delivered at Winchester Town and at the South Hampshire Urban Area. By allowing for relatively large-scale growth at Winchester Town in particular, the delivery of affordable homes may be more readily achieved. Delivering a relatively high level of housing growth (approximately 1,230 homes) at Winchester Town is also likely to respond positively to one of the higher demand areas of the district.

### **South Hampshire Urban Areas**

**5.98** Within the South Hampshire Urban Area the relatively high level of development (around 1,270 homes) would mean that there is uncertainty as to whether all development could be accommodated at the existing strategic allocations at West of Waterlooville and North Whiteley due to existing constraints. In this case, some development may have to be distributed to a higher number of locations within a wider part of the south of the district. This element of option 1 may therefore be less supportive of affordable housing delivery. The potential need to distribute development to a higher number of locations in the South Hampshire Urban Areas could support the achievement of faster build out rates where smaller sites are taken forward. Additional development which would be achieved at these existing allocations could help to address issues of access to housing. The West of Waterlooville area is noted to be within the 10% most deprived and 20-30% most deprived areas in England in terms of access to housing and services, while North Whiteley is within the 10-20% most deprived areas.

### **Market Towns and Rural Area**

**5.99** Option 1 would limit the amount of development to be provided at most of the smaller and more rural settlements to around 200 additional homes. Considering the number of locations across which these homes would be distributed, this option is therefore likely to address rural housing needs in a limited manner. It is, however, noted that existing commitments at these locations will help to address this issue.

**5.100** Overall a significant positive effect is expected for option 1. The effect is uncertain given the potential need for development to be delivered across a higher number of locations within the South Hampshire Urban Areas which could be less supportive of affordable housing provision.

### **Option 2 (Focus on Winchester Town)**

**5.101** Option 2 would take forward a similar distribution to option 1 but would require a higher proportion of housing growth at Winchester Town. This option would result in a more positive response to the high housing demand and issue of unaffordability of housing at this settlement. By adopting an option of requiring large scale housing development at Winchester Town and at South Hampshire Urban Areas this option could also support significant affordable housing provision. As with option 1, option 2 could support a suitable mix of site sizes to achieve appropriate rates of housing completions. This option would similarly limit the level of additional housing to be delivered at the smaller and more rural settlements. As with option 1, the existing commitments set out for the district are likely to go some way to meeting rural housing needs. A significant positive effect is expected for option 2. Compared to option 1, option 2 would provide a lower level of development within the South Hampshire Urban Areas meaning that fewer locations away from the existing allocations at West of Waterlooville and North Whiteley would be required. Distributing development to a higher number of unknown locations within the south of the district is considered less likely to support affordable housing delivery but could promote faster completion rates at some locations. Therefore, unlike option 1, uncertainty is not recorded for the positive effect expected for option 2.

### **Option 3 (One or more new strategic allocations / new settlements)**

**5.102** Option 3 would require much of the new development over and above existing commitments to come forward at one or more new strategic allocations or new settlements in the central/northern part of the district. Regardless of its relationship to existing settlements, the large scale of this development is likely to provide opportunities to achieve a high level of new affordable housing, although infrastructure costs could impact on the viability of these types of provisions. The length of time required to plan and deliver such a high level of development at a single location alongside supporting infrastructure is also likely to mean there will be longer lead-in times for housing development through this option. Affordable housing is less likely to be supported at Winchester Town in particular through this option considering the more limited level of growth (around 730 additional homes) at the settlement. This option would therefore be less likely to substantially address housing affordability in the most expensive areas of the district. Option 3 would include a comparable level housing growth within the Market Town and Rural Areas to option 1 and option 2 and is expected to meet rural housing needs to a similar degree. Overall a mixed minor positive effect for the new settlement and minor negative effect elsewhere in the district is expected for option 3. The effect is uncertain given the unknown location of the new strategic allocation or new settlement and implications relating to the potential to address the issues of access to housing within the most affected areas of the district.

#### Option 4 (Dispersed)

**5.103** Option 4 would deliver a more dispersed distribution of development which would include a higher level of development at the more rural settlements. Benefits relating to addressing rural housing needs and the affordability of properties at these locations are therefore likely to result. This option would also include a relatively high number of homes (approximately 1,230) at Winchester Town. This level of provision is likely to support affordable housing delivery at the town as well as directly addressing affordability at one of the areas of highest demand in the district. Through this option, the reduced level of housing (around additional 70 homes) development within the South Hampshire Urban Area might be accommodated at the existing strategic allocations at West of Waterlooville and North Whiteley, limiting the need to distribute development to a higher number of locations in the south of district at which affordable housing is less likely to be supported. In general, however, this option is considered most likely to depend on small scale sites across a number of different locations to meet housing needs. While this option is likely to help achieve fast build out rates in Winchester district, beyond Winchester Town, it is less likely to support affordable housing delivery. A mixed significant positive effect for the rural areas and Winchester Town and minor negative effect in relation to overall affordable housing delivery is expected for option 4.

#### Mitigation

**5.104** In order to mitigate negative effects identified in relation to housing, the new Local Plan could include:

- Requirement for the provision of affordable housing at as many developments as viable, although it is recognised that large scale developments are more likely to be able to deliver affordable homes on site.
- Mechanisms such as S106 agreements can also be used to ensure the delivery of affordable homes.

**5.105** Furthermore, the quality of homes could be ensured through suitable policies in the Local Plan relating to:

- Sustainable design and construction, lifetime homes standards (to address the needs of residents as their circumstances change), energy efficiency, lighting, space, access and outdoor space requirements etc.

#### Conclusion

**5.106** Option 1, 2 and 4 are likely to provide the scale of development at a single location by existing settlements to secure the delivery of a high level of affordable homes. Through option 2, in particular, the issue of affordability for homes in Winchester Town could be best addressed. This area is also one of highest demand for housing in the plan area and option 2 would perform positively in responding to this demand. Option 4 would help to respond positively to the need for rural housing. The dispersed distribution of a high proportion of development set out through this option is less likely to secure a high level of affordable housing delivery for the whole district. In light of existing constraints in the South Hampshire Urban Area, the effect of option 1 is more uncertain given the high level of development which would be distributed to a number of unknown locations in the south of district.

**5.107** Through option 3 there may be similar opportunities to deliver a high level of affordable housing at a new settlement. This option is likely to take the longest to achieve completion rates considering the time needed to plan and secure new infrastructure for a new settlement. This option would also perform relatively poorly in terms of addressing the increasing unaffordability of housing in Winchester Town.

#### SA7: To ensure essential services and facilities and jobs in the district are accessible.

**5.108** The highest concentration of services and facilities in the district is provided in the Winchester Town. This is followed by Whiteley and the district centres of Bishops Waltham, New Alresford and Wickham. In addition to the employment provision in Winchester Town, the district has a strong commuting relationship with Eastleigh, Southampton and Portsmouth to the south as well as with London which provide access to employment opportunities for many residents. It is noted that there is little requirement to allocate new employment land in the Local Plan, therefore the options for the distribution of growth in district being appraised relate primarily to the distribution of new residential development. The appraisal of this SA objective considers the proximity of the new development to existing employment opportunities (as well as services and facilities).

**5.109** Providing higher paid employment opportunities will be influenced by objectives and growth priorities in the Local Enterprise Partnerships' Strategic Economic Plans as well as policy requirements in the Local Plan relating to retention of

employment uses and types of use class within the district. Note that the appraisal of different transport modes for accessing services, facilities and jobs is covered under SA objective 2 above.

### Option 1 (Existing Local Plan strategy)

#### Winchester Town

**5.110** Option 1 would result in much of the new development (approximately 1,230 homes) occurring at Winchester Town, with the South Hampshire Urban Areas also accommodating relatively high levels of housing development. The large-scale development at Winchester Town in particular could support new service provision in the plan area. Locating a relatively high level of new housing development at Winchester Town would provide large numbers of residents with access to the widest range of services and facilities as well as employment opportunities.

#### South Hampshire Urban Areas

**5.111** At the South Hampshire Urban Areas development could be well related to the strategic allocations of West of Waterlooville and North Whiteley. Planning policies in the adopted Local Plan require that new services and facilities are provided and that the locations are integrated with the existing town centres. Furthermore, 23ha of employment land is to be committed at West of Waterlooville. These locations are therefore expected to provide new residents with good levels of access to existing services and facilities and jobs, although this is uncertain. Existing constraints have been identified at these locations and therefore a portion of the high level of housing development (which comes to around 1,270 homes) may have to be distributed to a number of presently unknown locations in the south of the district. The wider distribution of development which may result, may not be as supportive of the delivery of new services and facilities. Furthermore, the locations which come forward may not be as well related to existing and planned for service provision at West of Waterlooville and North Whiteley. There may also be increased need for residents in these locations to travel towards settlements to the south such as Eastleigh, Southampton, Fareham and Portsmouth to access certain provisions.

#### Market Towns and Rural Area

**5.112** The amount of development to be provided at most of the smaller and more rural settlements would be limited through option 1. Beyond the Market Towns (most notably Bishops Waltham and New Alresford) these locations provide access to a more limited range of services and facilities and employment opportunities. This option would be less supportive of preventing the stagnation of rural services, however, existing commitments at the more rural locations could help to prevent any widespread loss of rural services.

**5.113** A minor positive effect for the district overall is therefore expected for option 1. The effect is uncertain. This reflects the presently unknown location and distribution of development within the South Hampshire Urban Areas where development may or may not be well related to the existing allocations of West of Waterlooville and North Whiteley.

### Option 2 (Focus on Winchester Town)

**5.114** Option 2 would result in a similar distribution of development to option 1 but would require a higher proportion of development to occur at Winchester Town. Those locations which would accommodate lower levels of housing growth as a result of this, include the South Hampshire Urban Areas as well as the smaller and more rural settlements in the Market Towns and Rural Areas. A higher level of new housing at Winchester Town would increase the number of residents benefiting from easy access to a wide range of services as well as employment opportunities. It will also help to support future service provision to the benefit of a high number of existing residents at this sustainable location. The level of growth concentrated at this location is unlikely to result in additional pressures on services and facilities. This will, however, be partly dependent on the phasing of new development and therefore is partly unknown.

**5.115** Like option 1, option 2 would recognise the role of the larger rural settlements (most notably Bishops Waltham and New Alresford) as sustainable locations for growth with some development to be provided here given their relatively good range of facilities and services and access to jobs. However, in all, the Market Towns and Rural Areas would accommodate only around 150 homes. Therefore, housing growth at the smaller and more rural settlements is unlikely to support substantial new service provision and there is also increased potential for loss of rural services. Existing development commitments are likely to help



limit the potential for this impact. An uncertain mixed significant positive effect for Winchester Town and minor negative effect for the rest of the district is expected for option 2.

### Option 3 (One or more new strategic allocations / new settlements)

**5.116** Option 3 would result in a high proportion of housing development occurring at one or more new strategic allocations or new settlements in the central/northern part of the district. The level of housing development concentrated to one location is likely to support new services and facilities as well as employment opportunities, however this might only be achieved in the longer term. The accessibility of services and facilities at the new settlement over the plan period will be dependent upon the phasing of infrastructure alongside the new housing growth.

**5.117** From a new settlement, it is likely that new residents would need to travel to access some services, particularly in the short term. Where development is provided to be well related to an existing settlement, residents may benefit from access to existing services and facilities, however, this will depend on the size of the existing settlement in question. There is also some potential for existing service provisions to become overburdened given the large scale of growth to be accommodated. This option would limit housing growth at Winchester Town (to approximately 730 additional homes) as well as in the South Hampshire Urban Areas (to approximately 170 additional homes). Option 3 would therefore result in areas which might otherwise provide residents with nearby access to services and facilities accommodating lower levels of development. Furthermore, a high level of development at Winchester Town in particular, might help to strengthen the service offer at more sustainable locations in the district. Through option 3 the level of development at the more rural locations would be comparable to option 1 and option 2. Overall an uncertain mixed minor positive effect for the new settlement and significant negative effect elsewhere in the district is expected for option 3.

### Option 4 (Dispersed)

**5.118** A more dispersed distribution of housing growth would occur across the district through option 4. Winchester Town would still accommodate a relatively high level of additional housing development (approximately 1,230 homes) however limited development would be provided at the South Hampshire Urban Areas. Option 4 therefore has the potential to support the strengthening of the service offer at Winchester Town. A high number of residents would also benefit from a good level of access to the widest range of services and facilities as well as job opportunities at Winchester Town. It could also help to avoid the need to distribute development to a higher number of locations within the south of district considering the constraints at the existing strategic allocations in the South Hampshire Urban Areas.

**5.119** Much of the housing growth and consequently a high proportion of the new residents would be provided at the rural settlements through option 4. Housing targets may be set through this option for an additional three to six villages that do not have them in the current Local Plan, in accordance with a settlement hierarchy based on sustainability credentials. At these locations there is likely to be some service provision but it is likely to be more limited than at the larger settlements in the plan area. There is also likely to be more limited access to employment opportunities. This option is considered most likely to support existing rural service provision, the role of local centres and some degree of rural job creation. It may provide a portion of residents with access to some local services, but it is unlikely that all needs can be met locally through this option. The level of development at the smaller settlements is unlikely to support substantial new service provision and employment growth. Overall a mixed minor positive effect for the rural areas and Winchester Town and significant negative effect for the district as a whole is expected for option 4.

### Mitigation

**5.120** In order to mitigate negative effects identified in relation to access to service provision and job opportunities, the new Local Plan could include:

- Requirement to provide services alongside and at the same time as new housing delivery.
- Appropriate support for rural service provision in the plan area.

## Conclusion

**5.121** Through option 1 and most notably option 2, a higher proportion of overall development would be concentrated to a single location which could support substantial new service provision in the plan area. The locations set out for development would also benefit from access to existing services at Winchester Town. Within the South Hampshire Urban Areas there may be access to existing or planned services at the existing strategic allocations at North Whiteley and West of Waterlooville. However, this is in part uncertain considering that existing constraints in the area may mean that a portion of development may need to be distributed more widely across the south of the district. In relation to the high level of development to be provided at Winchester Town through option 2, in particular, it is noted that while service provision is strongest here, there is potential for overburdening of certain existing provisions to occur. This effect will be particularly dependent on the phasing of new growth and services.

**5.122** Through option 3 substantial new service provision could be achieved through the delivery of one or more new strategic allocations or new settlements. The location of this element of development through option 3 is unknown therefore uncertainty is attached to the potential access for new residents to existing services and facilities and jobs in the plan area. Where development is well related to existing settlements some immediate access to existing service and facilities may result, however, the timing of new service provision will also be important. Option 4 could provide residents with access to some local services at the small, more rural settlements and limit the potential for rural service stagnation. However, it is unlikely to support substantial new service delivery in the plan area. A high number of residents are also likely to have limited access to some essential services and facilities.

### SA8: To support the sustainable growth of the district's economy.

**5.123** On a district-wide level, there is no need to make additional site allocations to fulfil Winchester's expected economic needs, provided the existing allocations are retained, or any employment land lost is replaced. At Winchester Town 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. Therefore, the options being appraised relate primarily to the distribution of new residential development and it is only in Winchester Town that there are alternative potential locations for new employment land provision.

**5.124** Winchester Town contains the largest town centre in the district and also provides access to strongest employment offer. Below Winchester Town in the hierarchy are Whiteley town centre and the district centres of Bishops Waltham, New Alresford and Wickham and the local centres. The district has a strong commuting relationship with Eastleigh, Southampton and Portsmouth to the south (mostly by car and bus), as well as with London to which many residents travel by rail.

**5.125** It is expected that the achievement of a circular, low carbon economy in the plan area will be influenced by design choices at new developments (such as the incorporation of measures which promote recycling). It will also be influenced by the specifics of new development proposals which come forward including those for employment uses which might lead to economic growth in the renewables sector. It is less likely to be influenced by the distribution of development over the plan period. Similarly, supporting stronger links to the wider economy, including aligning with the Enterprise M3 and Solent LEPs will be achieved more through policy requirements in the Local Plan than the distribution of new residential development.

**5.126** Therefore, the appraisal of these options against this SA objective relates more to the sub-objectives of supporting the prosperity and diversification of the district's rural economy and supporting the vitality and viability of Winchester's Town, district and Local Centres.

### Option 1 (Existing Local Plan strategy)

#### Winchester Town

**5.127** Option 1 would focus much of the housing growth above existing commitments at Winchester Town and at the South Hampshire Urban Areas. The role of Winchester Town as the main economic centre and a viable town centre could therefore be suitably built upon through this option by providing new residents with easy access to this location.

#### South Hampshire Urban Areas

**5.128** Through option 1, development might be delivered to be well related to the West of Waterlooville and North Whiteley existing strategic allocations at which employment uses are to be provided. Development here could also help to support the

viability of the planned for extensions to these settlements. However, given the existing constraints at these locations it may be that development would have to be more widely distributed across the south of district which would be less likely to support the growth of these existing allocations. Residents may also not benefit from access to nearby employment opportunities. In the southern part of the district residents may continue the existing commuting patterns by car out of the district towards settlements such as Eastleigh, Southampton, Fareham and Portsmouth.

### **Market Towns and Rural Area**

**5.129** Diversification of the rural economy in the plan area is less likely to be influenced by the provision of new housing over the plan period. This might be most achieved through support for non-agricultural uses in rural locations which could be fostered alongside agricultural uses. In any case, the evidence shows that there is limited requirement for new employment land over the plan period. Development through this option at the Market Towns and Rural Areas (including at the more important district centres of Bishops Waltham and New Alresford) would be mostly restricted to existing commitments. At these district centres employment land would be retained and if necessary additional sites identified. The existing commitments and potential to provide a limited amount of new employment land at these locations would help to limit the potential for the stagnation of these centres.

**5.130** Overall, a minor positive effect is expected for option 1. The effect is uncertain, however, considering the unknown potential for additional development to be well related support the viability of the existing strategic allocations in the South Hampshire Urban Areas

### **Option 2 (Focus on Winchester Town)**

**5.131** Option 2 would result in a distribution of development similar to option 1 but would require a higher proportion of housing growth (a total additional amount of around 1,730 homes) at Winchester Town, which could further strengthen the economic importance of the settlement to the surrounding area. Support for regeneration in the town could help make it more attractive to those considering investment in the area. This option would therefore be highly supportive of the viability of the largest town centre in the plan area. The level of housing growth at this settlement could have impacts in relation to existing congestion issues, however, this might be mitigated by the phasing and design of development and supporting infrastructure.

**5.132** Option 2 would be less supportive of economic growth and the viability of town centre locations at the South Hampshire Urban Areas by providing a more limited increase in development than through option 1. Through option 2, the aim would be to maintain the roles of Bishops Waltham and New Alresford within the Market Towns and Rural Areas with existing employment land maintained and some limited level of additional development supported. Given that the employment land needs for the district beyond Winchester Town are limited, any adverse impact relating to the viability of these centres is likely to be reduced. A significant positive effect is expected for option 2. Uncertainty is attached to the effect recorded given that there is some potential for increased numbers of car journeys being made in Winchester Town to impact on congestion here with implications for the local economy. This issue will be influenced by the phasing of development and supporting infrastructure which is unknown at this stage.

### **Option 3 (One or more new strategic allocations / new settlements)**

option 3 would provide much of the new development at one or more new strategic allocations or new settlements in the central/northern part of the district. The focus of development to one location may support the provision of new high quality business land supported by required levels of infrastructure. However, economic growth is likely to take longer to achieve considering the time involved to plan the site and deliver supporting infrastructure. The creation of a new settlement(s) or strategic allocations in the central or northern part of the district is likely to be less supportive of strengthening the role of Winchester Town. It would also be less supportive of the growth of the West of Waterlooville and North Whiteley existing strategic allocations than locating development towards those areas. Through this option, as is the case through option 1, much of the development at the smaller settlements would occur through existing commitments. An uncertain mixed minor positive effect for the new settlement and minor negative effect for the rest of the district is expected for option 3.

#### Option 4 (Dispersed)

**5.133** Option 4 could provide some support for rural economic diversification and the viability of the market town centres by allowing for a more dispersed distribution of development. This would include the potential setting of housing targets for three to six smaller settlements which could support the viability of these local centres. At the more important centres of Bishops Waltham and New Alresford in the Market Towns and Rural Areas some limited employment land could be provided to balance new housing sites, which would benefit economic growth in these areas. As this option would result in a relatively high level of housing (approximately 1,230) occurring at Winchester Town it could also go some way to helping to support this important town centre location. The level of housing development within the South Hampshire Urban Area through option 4 is to be greatly limited compared to option 1, in particular. This option is therefore less likely to support economic growth at these relatively sustainable locations as well as their town centres. The relatively constrained nature of these locations and the potential need to distribute development more widely in the south of the district if a higher level of development was to be provided in the South Hampshire Urban Areas is noted. A mixed minor positive effect for the rural settlements and minor negative effect for the rest of the district is expected for option 4.

#### Mitigation

**5.134** In order to mitigate negative effects identified in relation to economic growth, the new Local Plan could include:

- Policies to protect existing employment sites as well as those that support more flexible home working and the rural economy by ensuring suitable infrastructure is provided such as high speed broadband.
- If the strategy takes forward a new settlement, it will be important to provide an attractive planning and financial regime to attract early investment in employment uses. A new settlement should include new high quality employment land to support the establishment of a more self-contained settlement.

#### Conclusion

**5.135** The requirement for new employment land to fulfil the district's economic need is quite limited. Therefore, the potential effects of different distributions of growth in the plan area in relation to economic growth differ mostly in terms of their potential to support the viability of town centres and existing employment sites in the plan area. There is also potential for unplanned economic growth beyond that which is currently expected in light of the evidence available. Options 1 and 2 would help to further strengthen the economic role and importance of Winchester Town and the South Hampshire Urban Areas. It is noted that for option 1 the impact in relation to the high amount of development within the South Hampshire Urban Areas is uncertain. This reflects the potential need to distribute the relatively high level of development required to a higher number of locations in the south of the district which are less well related to the existing strategic allocations. Option 2 could present issues in relation to congestion at Winchester Town. Although these issues could have adverse effects in terms of the town's longer term economic growth and the viability of the town centre they might be mitigated through the design and timing of development and infrastructure provisions.

**5.136** Through option 3 high quality new employment land and required supporting infrastructure could be incorporated at one or more new strategic allocations or settlements to help encourage inward investment. Economic growth is only likely to be achieved in the longer term through this option considering the time required to plan the high level of development to be provided and secure the delivery of the required infrastructure. For option 3, the unknown location of the new development means that additional uncertainty is attached in terms of supporting longer term economic growth in the plan area. Option 4 is considered most likely to help support some level of rural economic diversification by allowing for a relatively high level of growth at the more rural settlements. This option to development at the Market Towns and Rural Areas is most likely to help support the viability of the largest market towns of Bishops Waltham and New Alresford as well as the local centres.

#### SA9: To support the district's biodiversity and geodiversity.

**5.137** Biodiversity in Winchester will experience pressures as new development occurs. Habitat loss, fragmentation and disturbance are likely to result as construction takes place and developments are occupied. Human activities associated with development could have additional adverse impacts because of air and water pollution and recreational impacts. The district

includes important internationally designated biodiversity sites such as the River Itchen SAC, as well as parts of the Solent Maritime SAC and Solent & Southampton Water SPA/Ramsar site at which nitrate sensitivities presently exist.

**5.138** The district lies within the Solent Catchment Area within which new development that would increase the population served by a wastewater system could have impacts on the Solent internationally designated sites. This includes new homes, student accommodation, tourism attractions and tourist accommodation, but not commercial development not involving overnight accommodation. Therefore, development at any location in the plan area has potential to adversely impact these sites (and this is captured by the significant negative effect recorded for each option below). These effects will be explored in more detail through the Habitats Regulations Assessment which will be carried out as specific sites for development are considered at the next stage of the Local Plan preparation. Natural England has set out guidance on achieving nutrient neutrality to help limit adverse impacts on biodiversity in the Solent region which will also be taken into account and used to inform SA and HRA recommendations for the Local Plan.

**5.139** Therefore, any additional effects identified in relation to each option below relate to the River Itchen SAC and other important biodiversity sites in the plan area such as nationally designated Beacon Hill NNR and Old Winchester Hill NNR, which are both also Sites of Special Scientific Interest (SSSIs), and other SSSIs which are not also covered by international designations, such as Botley Wood and Everett's and Mushes Copses SSSI and Crab Wood SSSI.

#### Option 1 (Existing Local Plan strategy)

##### Winchester Town

**5.140** Option 1 would provide much of the housing growth at Winchester Town. Providing the majority of development at or near the largest built up location in the district could help to limit the potential for additional impacts on biodiversity, considering its urban nature. Providing development at large sites could also help to support biodiversity in the plan area through the incorporation of connected green infrastructure. However, the River Itchen SAC runs through Winchester Town and development within the settlement or at its edge could result in some adverse impacts on the qualifying habitats and species of this SAC.

##### South Hampshire Urban Areas

**5.141** Through option 1 a relatively large proportion of additional development (around 1,270 homes) would be provided at the South Hampshire Urban Areas. This could include some development at the existing strategic allocations at West of Waterlooville and North Whiteley. Development at North Whiteley may have impacts on the Botley Wood and Everett's and Mushes Copses SSSI considering this area's proximity to these sites. The high level of development to be provided in the South Hampshire Urban Areas and existing constraints may mean that a portion development will have to be distributed more widely to other locations in the south of the district. Some of these areas are presently less developed in nature, meaning new growth could result in loss of relatively undisturbed greenfield land which supports biodiversity. Furthermore, areas in the south of the district away from the existing strategic allocations contain part of the Solent and Southampton Water site, which is designated as a Ramsar, SPA and SAC to the west. Lye Heath Marsh and Hook Heath Meadows SSSIs are located to the south east.

##### Market Town and Rural Area

**5.142** The relatively low level of development (approximately 200 homes) supported through option 1 at the more rural locations would be spread across a number of smaller settlements. Given the high number of locations at which development could come forward and considering that no specific level of housing provision is identified for the settlements in question, no specific effects relating to biodiversity sites are identified. Distributing this relatively low level of growth to a high number of locations is also likely to reduce the potential for disruption to and disturbance of wider ecological networks in the plan area although loss of greenfield land could have some adverse implications.

**5.143** Overall a mixed minor positive effect in relation to avoiding impacts on biodiversity in rural areas and provision of connected green infrastructure within large scale development at the urban areas and significant negative effect in relation to impacts on the River Itchen SAC and the Solent designated sites is expected for option 1.

### Option 2 (Focus on Winchester Town)

**5.144** Option 2 would result in a similar distribution of development to option 1 but would provide a higher level of growth at Winchester Town. The level of development to be provided at the existing allocations in the South Hampshire Urban Area would be more limited through this option. There could be similar implications for Botley Wood and Everett's and Mushes Copses SSSI by the existing North Whiteley strategic allocation. However, the lower level of development at the South Hampshire Urban Areas may mean that a lower number of locations away from these strategic allocations might be needed for new growth in the south of the district. This option would also provide slightly less development at the smaller settlements, which could help to reduce the need for greenfield land take in the plan area. It is likely that accommodating a high level of development through this option at large scale sites at Winchester Town, could allow for provision of substantial connected green infrastructure. By increasing the level of development at Winchester Town, however, this option could increase the potential for impacts on the River Itchen SAC and the Solent designated sites. Overall a mixed minor positive effect in relation to avoiding impacts on biodiversity in rural areas and provision of connected green infrastructure within large scale development and significant negative effect in relation to effects on the River Itchen SAC and Solent designated sites is expected for option 2.

### Option 3 (One or more new strategic allocations / new settlements)

**5.145** Option 3 would result in much of the new development above existing commitments being delivered at one or more new strategic allocations or new settlements in the central/northern part of the district. The focussing of this large amount of development to one location is likely to result in a high level of greenfield land take in a previously undisturbed location. However, the scale of development is likely to support the incorporation of substantial green infrastructure to the benefit of biodiversity. The central/northern part of the district contains multiple biodiversity sites such as the River Itchen SAC, and SSSIs at Alresford Pond, Crab Wood, River Test and Micheldever Spoil Heaps. Impacts on designated biodiversity sites are unknown dependent upon the precise location of new development. This option would provide substantially less additional development at Winchester Town (approximately 730 homes above existing commitments) as well as at the South Hampshire Urban Areas. This option may therefore limit the potential for adverse impacts on the River Itchen SAC, in particular. This may be more easily achieved in relation to nutrient neutrality, through conversion of agricultural land for community and wildlife benefits and having potentially more land available for the creation of wetlands as part of a sustainable drainage system, to filter urban runoff/stormwater. Through this option, as is the case through options 1 and 2, much of the development at the smaller settlements would occur through existing commitments with more limited potential for adverse impacts on biodiversity at these locations.

**5.146** Overall, a mixed, minor positive effect in terms of green infrastructure provision and significant negative effect in relation to impacts on the River Itchen SAC and Solent designated sites is expected for option 3. However, it is recognised that the potential for impacts on the River Itchen SAC may be reduced due to the limited level of development proposed at Winchester Town which could support the retention of land to allow for appropriate mitigation of effects relating to this designation. The overall effect is uncertain given that the location of the new strategic allocation or new settlement has not been specified through this option.

### Option 4 (Dispersed)

**5.147** Option 4 would allow for greater dispersal of housing growth than the other options considered with more rural areas accommodating higher levels of development. Through option 4, the higher level of development at the more rural settlements could see some development at Otterbourne, Sparsholt and Sutton Scotney which are in close proximity to the River Itchen SAC, Crab Wood SSSI and the River Test SSSI.

**5.148** This option could lead to cumulative impacts at the SAC, considering the relatively high level of housing (approximately 1,230) which would also occur at Winchester Town. This element of option 4 could allow for some large scale green infrastructure provision (which would not be achieved at the more dispersed rural development locations) but would limit the amount that could be achieved at the South Hampshire Urban Areas. Development focussed across the more rural settlements also has potential to result in adverse impacts in areas which were previously relatively undisturbed for biodiversity. Disturbance of wider ecological networks in the plan area may occur as loss of rural greenfield land occurs. Overall a significant negative effect is expected for option 4.

## Mitigation

**5.149** In order to mitigate negative effects identified in relation to biodiversity, the new Local Plan could include:

- Policies which identify and safeguard ecological networks.
- Requirement for development to seek to avoid harm to areas of biodiversity assets.
- Requirement for development to achieve biodiversity net gain on site or employ biodiversity offsetting within the district if the development is unable to provide net gain on site.
- Requirement for development to achieve nutrient neutrality by calculating nitrogen budget and designing in appropriate mitigation measures if necessary, in line with Natural England's guidance on this issue.

## Conclusion

**5.150** It is likely that all options would have significant negative effects given the land take involved and resultant human activities as development is occupied. It is also expected that all options could potentially lead to increased pressures on biodiversity sites in the Solent region relating to wastewater pollution as all would involve additional development within the Solent Catchment Area.

**5.151** Option 4 has the potential to incrementally affect biodiversity as a result of impacts at a range of biodiversity assets and across more rural and presently undisturbed locations. It is likely that the options 1, 2, and 3 could promote a more coordinated approach to the delivery of large scale green infrastructure through a large proportion of the overall development delivered at large scale sites. This would help support habitat connectivity in the plan area as development occurs. Large scale development sites could also offer greater potential for achieving nutrient neutrality mitigation measures to avoid adverse effects on the Solent designated sites.

### SA10: To conserve and enhance the character and distinctiveness of the district's landscapes.

**5.152** Approximately 40% of the district falls within the South Downs National Park which contains some of the most valued lowland landscapes in England. Furthermore, some land within the district contains the most tranquil areas and darkest night skies of the National Park. The South Downs Local Plan has now been adopted to cover planning decisions within the entire National Park, however, the development covered by the new Winchester Local Plan could impact on the setting of the National Park, depending on where it is allocated. No other parts of the district are designated for their landscape quality, however, development in the plan area is likely to result in some change to local character regardless of the location it occurs in. The precise effect of new development on landscape character in the plan area will be influenced to a large degree by the design of new proposals independent of the distribution of new development. Therefore, the effect of each option in relation to this SA objective is uncertain.

## Option 1 (Existing Local Plan strategy)

### Winchester Town

**5.153** Option 1 would result in much of the housing growth above existing commitments occurring at Winchester Town and at the South Hampshire Urban Areas. Focusing much of the new development at Winchester Town which is already built up is likely to limit the potential for additional impacts to landscape character particularly when compared to the more rural and less built up areas of the district. While there is potential for new development at Winchester Town to impact upon the existing townscape as well as the setting of the town, delivering development through a coordinated approach at large scale sites may also help to improve the relationship between the settlements edge and the surrounding areas as green infrastructure can be designed in from the outset. The relatively high level of development at Winchester Town could, however, have impacts on the setting of the National Park given that the boundary surrounds the eastern half of the town.

### South Hampshire Urban Areas

**5.154** Providing a relatively high level of development within the South Hampshire Urban Areas could allow for some level of development at the existing strategic allocations of West of Waterlooville and North Whiteley. This is likely to have similar effects to delivering development at Winchester Town without the potential adverse impacts relating to the National Park. These

locations are already accommodating a high level of development meaning there may be reduced potential for adverse impacts on landscape character. However, some portion of development may have to be distributed to other parts of the south of the district given the existing constraints at the strategic allocation sites. The more undeveloped nature of some of the areas away from the existing strategic allocations may mean that this option could result in further adverse impacts for local character dependent upon the precise locations taken forward for development.

### **Market Town and Rural Area**

**5.155** The relatively low level of development (around 200 additional homes) supported through this option at the more rural locations is likely to reduce the potential for impacts on landscape character in the least built up parts of the district. It should be noted that some level of development could be provided through this option at the larger rural settlements of Bishops Waltham, New Alresford and Kings Worthy all of which are close to the border of the National Park.

**5.156** Overall a mixed uncertain minor positive effect in relation to Winchester Town and significant negative effect for the rural areas and South Downs National Park is expected for option 1. The potential for some portion of development within the South Hampshire Urban Areas to be delivered at unknown parts of the south of the district increases the level of uncertainty attached to the overall effect.

### **Option 2 (Focus on Winchester Town)**

**5.157** Through option 2 a similar distribution of development to option 1 would result but a higher level of growth would be provided at Winchester Town and a corresponding lower level of development at the South Hampshire Urban Areas. Focusing much of the new development at Winchester Town which is already built up is likely to limit the potential for additional impacts to landscape character particularly when compared to the more rural and less built up areas of the district. Furthermore, this option presents increased potential for delivering development through a coordinated approach at large scale sites at Winchester Town which may also help to improve the relationship between the settlements edge and the surrounding areas as green infrastructure can be designed in from the outset. The high level of development to be accommodated at Winchester Town through option 2 could, however, have additional impacts on the existing townscape of the settlement and its setting as well as the wider setting of the National Park.

**5.158** This option would result in a slightly lower level of development at the smaller and more rural settlements compared to option 1. The level of development to be provided across these locations would be reduced from around 200 additional homes to 150 additional homes. This option has a similar potential to option 1 for development at Bishops Waltham, New Alresford and Kings Worthy all of which are close to the border of the National Park. Overall a mixed uncertain minor positive effect for Winchester Town and significant negative effect for the rural areas and South Downs National Park is expected for option 2.

### **Option 3 (One or more new strategic allocations / new settlements)**

**5.159** Option 3 would place a high proportion of the new development at one or more new strategic allocations or new settlements in the central/northern part of the district. This focus of a high amount of development to a single location is likely to require a large amount of greenfield land take in a presently undisturbed area where significant disruption to the existing landscape character could result. Given that the location of the new strategic allocation or settlement is unknown for this option, the specific landscape sensitivities are unknown. There is potential for the incorporation of substantial green infrastructure and landscaping at the new strategic allocation or new settlement to help mitigate adverse effects relating to landscape character. The delivery of a new strategic allocation which is well related to an existing settlement could provide opportunities to improve the relationship of the existing developed area to the surrounding landscape through green infrastructure and other landscaping improvements. Any improvements provided would be determined by the design of any development coming forward, which is unknown at this stage.

**5.160** Option 3 would provide substantially less development at Winchester Town (approximately 730 additional homes) thereby limiting the potential for adverse effects on the setting of the National Park through development at this location. This option would accommodate some of the remainder of housing development (approximately 100 homes) across the small and more rural settlements. As with options 1 and 2, this could take in some development at the more substantial settlements in the Market Towns and Rural Areas including Bishops Waltham, New Alresford and Kings Worthy which form part of the setting of the National Park. Option 3 could thereby result in incremental effects on the setting of the National Park at a number of



locations. An uncertain mixed minor positive effect due to reduced impact at Winchester Town and significant negative effect in relation to the new strategic allocation or settlement land take and rural settlements' impact on the National Park is expected for option 3. The uncertainty attached to this option is increased given the unknown nature of the new strategic allocation or settlement.

#### Option 4 (Dispersed)

**5.161** Option 4 would result in a more dispersed distribution of housing growth than the other options. This would result in additional housing development at a higher number of smaller rural settlements. The less developed nature of these settlements may mean that delivering a relatively high number of new homes compared to the existing settlement size may have adverse impacts in terms of existing landscape character. These impacts are likely to be more widespread but incremental in relation to the established rural character of the plan area. This option is likely to have similar effects to options 1 and 2 in terms of the potential for adverse impacts resulting on the setting of the National Park with regards to development at the more rural settlements.

**5.162** While this option would greatly reduce the level of development within the South Hampshire Urban Areas, it would still result in a relatively high level of additional housing (approximately 1,230) being delivered at Winchester Town. This element of development could provide benefits in terms of helping to improve the integration of the settlement edge with the surrounding landscape. However, it could also have impacts on the setting of Winchester Town as well as the National Park given that this designation surrounds the eastern edge of Winchester Town. Overall an uncertain significant negative effect is expected for option 4.

#### Mitigation

**5.163** In order to mitigate negative effects identified in relation to landscape character, the new Local Plan could include:

- Requirement for development proposals to avoid adverse impacts on the National Park and its setting as well as other areas of landscape sensitivity.
- Requirement for large scale development to incorporate landscaping and sensitive design to improve the relationship between settlement edges and the surrounding areas.

#### Conclusion

**5.164** Option 3 could limit the potential for adverse impacts on the setting of the National Park by providing the majority of new development at a new strategic allocation or new settlement away from the designated landscape. It is recognised that the development of a new settlement at a presently undeveloped greenfield site could have impacts on the landscape character in that area. Through option 3 the unknown location of the new focus of growth means that there is potential for areas of high landscape sensitivity coming forward for development.

**5.165** The majority of the other options could have more substantial impacts on the setting of the National Park considering the location of development at that designation's edge. This could include development at Winchester Town depending on its specific location. It is recognised that the more developed nature of this settlement could limit the potential adverse impacts, although the setting of Winchester Town is also potentially sensitive to change. Option 2 would provide the highest level of development at this location where it is likely to have some impact on the setting of the National Park. Of particular relevance is the potential sensitivity of the eastern settlement edge given the location of the National Park beyond the M3.

**5.166** Option 4 would include a higher level of development at less developed locations which is likely to place increased pressures on presently undisturbed locations of rural character which would not be included for development through any other options. More incremental but widespread changes relating to landscape sensitivity are expected to result through option 4. To some extent all potential impacts will depend on the design of any new development coming forward.

#### SA11: To conserve and enhance the district's historic environment including its setting.

**5.167** The district contains numerous designated heritage assets. The greatest concentrations of these are located in and around the larger settlements, most notably at Winchester Town which contains a number of Grade I Listed Buildings and

Scheduled Monuments towards its centre. The South Down National Park provides the setting for numerous Listed Buildings and Scheduled Monuments as well as a Registered Battlefield (Battle of Cheriton 1644). The more undeveloped nature of this landscape means that the setting it provides for heritage assets may be more sensitive to change as development occurs. Development in the plan area is likely to have some impact on the setting of heritage assets as a result of intervisibility between sites and new uses being provided in the surrounding area. The precise effect of new development on heritage assets and their respective settings will be influenced to a large degree by the design of new proposals, independent of the distribution of new development. Therefore, the effect of each option in relation to this SA objective is uncertain.

### Option 1 (Existing Local Plan strategy)

#### Winchester Town

**5.168** Option 1 would allow for the highest proportion of additional housing growth to occur at Winchester Town (around 1,230 homes) and at the South Hampshire Urban Areas (around 1,270 homes). At Winchester Town development could occur near the existing built up area, which is likely to limit the potential for additional impacts to the settings of heritage assets. This is particularly the case when compared to the less developed, rural areas of the district. However, development at Winchester Town has the potential to result in adverse impacts on the high number of heritage assets in the town, although there are some locations which are less constrained.

#### South Hampshire Urban Areas

**5.169** Providing a relatively high level of development at the South Hampshire Urban Areas is likely to include some development at the West of Waterlooville and North Whiteley allocation sites. This would continue the approach of locating development in areas in which a high level of development already exists or where development is planned to occur. These areas are also less constrained than Winchester Town in terms of the historic environment. However, some portion of development may have to be distributed to other parts of the south of the district given the existing constraints at the strategic sites. The more undeveloped nature of some of the areas away from the existing strategic allocations may mean that this option could result in further adverse impacts the historic environment dependent upon the precise locations taken forward for development. Within the south of the district, the settlements of Southwick and Wickham have particularly high concentrations of Listed Buildings.

#### Market Towns and Rural Area

**5.170** Option 1 would provide a limited amount of additional development (around 200 homes) across the smaller and more rural settlements in the plan area. At these locations, the magnitude of impacts on the setting of heritage assets will be partly influenced by current lower level of development. At the smaller and more rural settlements this option could include new growth at settlements where there are higher levels of heritage assets such as Bishops Waltham, Wickham and Southwick.

**5.171** An uncertain significant negative effect is expected for option 1 considering the level of development at Winchester Town as well as the potential for additional impacts at currently unknown locations in the south of the district.

### Option 2 (Focus on Winchester Town)

**5.172** Option 2 would provide development in the plan area in a similar distribution to option 1 but with a higher level of growth (an extra 500 homes) at Winchester Town. While Winchester Town may be less sensitive to change considering its more developed nature it also contains the highest concentration of heritage assets. This option therefore has potential to have impacts on a wide range of heritage assets although this will depend on the specific sites which are included for development. Through this option the South Hampshire Urban Areas would accommodate lower levels of development. This option would limit the amount of development which might have to be distributed more widely in the south of the district considering the existing constraints at the strategic allocations at West of Waterlooville and North Whiteley. Development at the Market Towns and Rural Areas would be limited to around 150 additional homes in total. This option could therefore result in slightly lower levels of development going towards settlements such as Bishops Waltham, Wickham and South Wick at which there are higher levels of heritage assets. An uncertain significant negative effect given the high level of development at Winchester Town is expected for option 2.

### Option 3 (One or more new strategic allocations / new settlements)

**5.173** Option 3 would result in a high level of the new development occurring at one or more new strategic allocations or new settlements in the central/northern part of the district. New development focussed to a single area in the district in this manner, is likely to require a high level of greenfield land take which could affect the setting of heritage assets in the surrounding area. The precise location of the new growth is unknown through this option and therefore greater uncertainty is attached to the potential impacts upon designated heritage assets in the plan area. Option 3 would provide a lower number of homes at Winchester Town (approximately additional 730 homes) thereby limiting the potential for adverse effects on the settings of the high concentration of heritage assets within the settlement. It would also provide substantially reduced numbers of dwellings at the South Hampshire Urban Areas. This is likely to mean there is reduced potential for a large proportion of development being distributed to less developed locations in the south of the district.

**5.174** This option would accommodate the remainder of housing development across other settlements in the plan area, with comparable but slightly lower numbers of houses to options 1 and 2 being distributed to some of the Market Towns and Rural Area. This could include some development at the settlements of Bishops Waltham, Wickham and Denmead at which there are higher levels of heritage assets. An uncertain minor negative effect is expected for option 3.

### Option 4 (Dispersed)

**5.175** Option 4 would result in a more dispersed distribution of housing growth than the other options considered. This would mean a higher amount of housing growth would occur at smaller rural settlements including those beyond the Market Towns. Smaller settlements such as Otterbourne, South Wonston and Sparsholt which contain some level of designated heritage assets may accommodate a higher level of development through this option. It is expected that this option could result in changes to the settings of heritage assets at more rural locations in the plan area, considering the wider spread of development. Furthermore, this option would accommodate a relatively high level of development (approximately 1,230 homes) at Winchester Town and therefore also has potential to have adverse impacts on the high concentrations of heritage assets within the town. In contrast this option would result in limited levels of development (approximately 70 homes) occurring in the South Hampshire Urban Areas. An uncertain significant negative effect is expected for option 4.

### Mitigation

**5.176** In order to mitigate negative effects identified in relation to the historic environment, the new Local Plan could include:

- The requirement for design codes for large development sites with heritage assets and local character at the forefront.

### Conclusion

**5.177** It is likely that all options considered would have adverse impacts in relation to the historic environment in the plan area. The high concentration of heritage assets in Winchester Town means that particularly adverse impacts may result through option 2. While the level of development at Winchester Town would be lower through option 1, this option would also potentially distribute development more widely through the south of district where there could be impacts for a higher number of heritage assets. Similarly, option 4 could potentially result in degradation of character at a wider number of rural locations which currently contribute to the settings of heritage assets. This option could result in widespread but more incremental changes to character and setting. option 3 could provide development in areas which are less constrained by heritage assets meaning the adverse effect which is expected is not as significant. It should be noted that through options 1 and 3 there would be additional uncertainty attached to the effects recorded given that the precise location of the high level of development in the south of the district and the new strategic allocation or settlement in the plan area has not been confirmed. No heritage impact assessment has been conducted at this stage and the appraisal of effects on the historic environment should reflect the findings of this type of assessment once it has been undertaken.

### SA12: To support the efficient use of the district's resources, including land and minerals.

**5.178** Providing development in the district to meet the housing and employment needs over the plan period is likely to result in greenfield land take. This will include some higher value agricultural soils. Much of the district comprises Grade 3 Best and Most Versatile Agricultural Land (although only Grade 3a is considered 'high value' and this level of detail is not available in the GIS

data currently). There are also pockets of the highest grades, Grade 2 and 1 Agricultural Land, in the south of the district between the settlements of Wickham and Bishops Waltham. Areas of the district are also covered by Minerals Safeguarding Areas (MSAs). Areas within the district south of the National Park have been identified as of importance for clay, sharp sand and gravel and soft sand. There is also a swathe of land within a clay MSA along the southern boundary of the National Park which runs to the west towards Hursley and additional MSAs for clay and sharp sand and gravel at land around Micheldever. While there is an MSA for sharp sand and gravel which passes into Winchester Town it mostly follows the path of the River Itchen. It is less likely that development which might limit access to this resource would occur at this location given its physical constraints and considering that much of it lies within the boundaries of the South Downs National Park.

### Option 1 (Existing Local Plan strategy)

#### Winchester Town

**5.179** Option 1 would result in the highest proportion of additional housing growth occurring at Winchester Town and at the South Hampshire Urban Areas. At Winchester Town, the high level of existing development could provide opportunities to achieve more efficient land use including the re-use of brownfield land. The land surrounding Winchester Town is almost entirely Grade 3 Agricultural Land with a small portion to the south west classified as Grade 2 Agricultural Land.

#### South Hampshire Urban Areas

**5.180** At the existing allocations within the South Hampshire Urban Areas of West of Waterlooville and North Whiteley there are also likely to be opportunities to promote a more efficient pattern of land use considering the planned development at these locations. There may be opportunities for intensification within these developments. However, the high level of development to be provided at the South Hampshire Urban Areas through this option and the existing constraints at existing allocations may mean that development may have to be distributed more widely to other areas in the south of the district. The area to the west of Waterlooville is almost entirely Grade 4 Agricultural Land and this area extends over much of the south of the district. To the north of Whiteley there are areas of Grade 4 Agricultural Land interspersed with Grade 2 and Grade 3 Agricultural Land. Development in currently unknown areas of the south of the district also has the potential to adversely affect access to mineral resources, given that much of this area falls within MSAs for clay, sharp sand and gravel and soft sand.

#### Market Towns and Rural Area

**5.181** Through option 1 a limited proportion of the overall additional development (around 200 additional homes) would be provided at the smaller and more rural settlements in the plan area, where there would be more limited opportunities to make use of brownfield land. At some of these settlements to the south west of the district towards Bishop's Waltham, Swanmore and Waltham Chase there are areas of Grade 4 Agricultural Land, interspersed with areas of Grade 1, Grade 2 and Grade 3 Agricultural Land. Some of this land falls within MSAs for clay, sharp sand and gravel and soft sand. The rest of rural areas comprise mostly Grade 3 Agricultural Land and fall outside of MSAs.

**5.182** Overall a mixed minor positive effect is expected for option 1 in relation to efficient land use at Winchester Town and uncertain significant negative effect in relation to the rural areas and south of the district in particular. The overall effect also reflects the potential sterilisation of mineral resources in the rural areas and the south of the district. The uncertainty attached to the effect is reflective of the constraints of the existing allocations in the South Hampshire Urban Areas and presently unknown locations of where new development might be provided in the south of the district.

### Option 2 (Focus on Winchester Town)

**5.183** Through option 2 a similar distribution of development to option 1 would result but with a higher proportion delivered at Winchester Town. This option is likely to help encourage the re-use of brownfield land at Winchester Town, although Grade 3 Agricultural (and a small amount of Grade 2 Agricultural Land to the south east) may be developed around the settlement edge. Through this option the South Hampshire Urban Areas would accommodate lower levels of development. This is likely to reduce the proportion of development which is needed to be distributed more widely to unknown locations in the south of the district, given the constraints of the existing allocations of West of Waterlooville and North Whiteley. This option therefore has less uncertainty in terms of loss of smaller areas of Grade 1, Grade 2 and Grade 3 Agricultural Land and sterilisation of mineral resources in the south.

**5.184** This option would provide a comparable level of development to option 1 (around 150 additional homes) at the Market Towns and Rural Area compared. Bishop's Waltham, Swanmore and Waltham Chase could still accommodate some level of housing with the potential for some loss of higher value agricultural soils and mineral resources, depending on its precise location. A mixed minor positive effect in relation to efficient land use at Winchester Town and minor negative effect in relation to the rural areas and the South Hampshire Urban Areas as well as potential sterilisation of mineral resources is expected for option 2.

### Option 3 (One or more new strategic allocations / new settlements)

**5.185** Option 3 would provide a high proportion of new development at one or more new strategic allocations or new settlements in the central/northern part of the district, which would require a high amount of greenfield land take at a focussed location. The high proportion of Grade 3 Agricultural Land in the north and central parts of plan area means that development of the new settlement is likely to result in loss of some of this resource. The central and northern parts of the district contain small areas covered by MSAs for clay and sharp sand and gravel towards Micheldever and Sutton Scotney and by New Alresford. The unknown location of the new development could mean that some loss of access to minerals or sterilisation of these resources may occur if a site was to come forward within or close to an MSA.

**5.186** Option 3 would provide substantially less development at Winchester Town (approximately 730 additional homes) as well as at the South Hampshire Urban Areas. In the South Hampshire Urban Areas this could limit the need for a wider distribution of development to the south of the district due to the constraints of the existing allocations at West of Waterlooville and North Whiteley. Overall, this option is less likely to support substantial promotion of brownfield sites at Winchester Town. The remaining level of development (approximately 100 additional homes) would be distributed across the Market Towns and Rural Areas through this option. At the larger market towns some re-use of brownfield land might occur, however, the high number of rural locations which might come forward is less likely to support this. A significant negative effect is expected for option 3. Uncertainty is attached to the effect recorded considering that the precise location of the strategic allocation or new settlement is unknown through this option.

### Option 4 (Dispersed development strategy)

**5.187** Option 4 would result in a more dispersed distribution of housing growth than the other options considered. Through this option a higher amount of housing growth (approximately 1,400 additional homes) would occur at the Market Towns and Rural Areas. This is likely to include some of the smaller rural settlements beyond the Market Towns. At these rural settlements the re-use of brownfield land is less likely to be achieved. Smaller settlements which are unlikely to accommodate a higher level of development through options 1 to 4 but more homes through option 4 include Otterbourne, South Wonston, Sparsholt and Sutton Scotney. These settlements are surrounded by Grade 3 Agricultural Land. This option would accommodate a low level of additional development in the South Hampshire Urban Areas; however, a relatively high level of development (approximately 1,230 additional homes) would occur at Winchester Town. At this settlement there may be increased potential to achieve re-use of brownfield land. A mixed minor positive effect in relation to mineral resources and brownfield land use at Winchester Town and significant negative effect in relation to efficient use of land is expected for option 4.

### Mitigation

**5.188** In order to mitigate negative effects identified in relation to efficient use of land and mineral resources, the new Local Plan could include:

- The promotion of development on brownfield land while seeking to protect Grades 1 to 3a Agricultural Land.
- Provisions to support the delivery of development to be phased at MSAs, so that mineral resources can be recovered before construction where economically viable. Where possible, sites that would not result in the loss of access to or sterilisation of mineral resources should be preferred for development.

### Conclusion

**5.189** All options are expected to result in some level of greenfield land take as development occurs. Through options 1, 2 and 4 there may be increased potential to achieve the re-use of brownfield sites at Winchester Town given the more developed nature

of this settlement. Where development occurs at the existing strategic allocations in the South Hampshire Urban Areas there is potential to build on the existing level of development already delivered or planned for to achieve a more efficient pattern of development and reduce the amount of greenfield land used. This might include the promotion of a higher density of development. Options 1 and 2 would promote the highest levels of development in these areas, however, the constraints at these existing allocations could mean that the very high level of development supported through option 1 might result in development being distributed more widely to other areas in the south of district. This element of development could result in loss of greenfield land and higher value soils as well as sterilisation of mineral resources depending on its precise location.

**5.190** Option 3 is likely to result in a high level of greenfield land take at one location through the delivery of a new strategic allocation or settlement. Dependent on its precise location it could result in the sterilisation of mineral resources in the plan area. This option would also result in a low level of additional housing provision at Winchester Town where the re-use of brownfield land might otherwise be promoted. Option 4 would potentially involve more greenfield land take and loss of Grade 3 agricultural land in the rural areas with more development distributed to these locations.

### **SA13: To protect the quality and quantity of the district's water resource.**

**5.191** At present the district is under serious water stress and climate change is likely to intensify this issue. Growth in the plan area is also likely to increase pressure on water supply. Improving water efficiency in the plan area will be most influenced by design measures at new developments and the behaviour of residents and not the distribution of development which is the focus these options.

**5.192** Wastewater treatment works (WWTW) within or in close proximity to the district have been identified as likely to require capacity upgrades to meet growth over the plan period. This includes WwTW at Bishops Waltham, Budds Farm Havant, Peels Common, Southwick, Wickham and Chickenhall Eastleigh. The study<sup>15</sup> which found these potential deficiencies in capacity only covers the area of the district within the PfSH and additional pressures and potential capacities may be identified for the district as the water cycle studies are undertaken for the entirety of the plan area. All of the options for the distribution of development in the district would therefore have a potential significant negative effect on water quality due to the increased pressure on WWTWs, irrespective of where development is focussed. This is of particular concern for the Solent SACs, SPAs and Ramsar sites which are already being adversely affected by excess nitrates entering from upstream waterways as a result of WWTW discharges and diffuse agricultural pollution. As such, there will need to be additional wastewater infrastructure and/or capacity improvements delivered at the same time as new development, and additional measures considered for each development location in relation to achieving nutrient neutrality. This will be explored in more detail through the Habitats Regulations Assessment in relation to all potential housing site options at the next stage of the Local Plan preparation.

**5.193** The options for the distribution of development in the district may have different effects on drinking water quality as different areas of the district fall within Source Protection Zones (SPZs) within which there may be a risk of contamination from activities that might cause pollution in the area. Much of the land within the National Park is covered by SPZs as are parts of the south west, south east and north east of the district. Compared to other parts of the district, land within the existing settlement edge at Winchester Town is relatively unconstrained by SPZs.

### **Option 1 (Existing Local Plan strategy)**

#### **Winchester Town**

**5.194** Option 1 would result in the highest proportion of additional housing growth occurring at Winchester Town and at the South Hampshire Urban Areas. Development at the edges of Winchester Town is unlikely to affect drinking water quality as there are very few SPZs close to the settlement boundary.

#### **South Hampshire Urban Areas**

**5.195** The high level of development to be delivered within the South Hampshire Urban Areas may mean that some portion of growth has to be distributed more widely to the south of district. A number of constraints are present at the existing strategic allocations at West of Waterlooville and North Whiteley, which may limit the level of additional development which can be

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<sup>15</sup> Partnership for Urban South Hampshire (2018) Integrated Water Management Study. [online] Available at: <https://www.push.gov.uk/wp-content/uploads/2018/07/IWMS-Appendix-1.pdf>

provided at either location. The SPZ which covers land to the west of Waterlooville extends further to the west to cover much of the south of the district. Therefore, providing development in the south could have implications for the quality of water supply.

### **Market Towns and Rural Areas**

**5.196** This option would result in a moderate level of development (around 200 additional homes) at the smaller and more rural settlements. Of these settlements, development around Kings Worthy, Denmead, Bishop's Waltham and New Alresford is constrained by SPZs.

**5.197** Overall, due to the potential to increase nitrates entering the Solent and impact on drinking water quality in the south of the district and at the more rural settlements, a significant negative effect is expected for option 1. The overall effect is uncertain given the relatively high level of development which could occur at unknown locations in the south of the district.

### **Option 2 (Focus on Winchester Town)**

**5.198** Through option 2 a similar distribution of development to option 1 would result but with a higher proportion delivered at Winchester Town, which is unlikely to affect any SPZs. The level of development at the South Hampshire Urban Areas would be lower (around 820 additional homes). This would mean that the proportion which would need to be accommodated in the south of the district is likely to be lower. Therefore, the potential for impacts on drinking water supply in the south of the district within the SPZ that extends to the west of Waterlooville, is less than compared to option 1.

**5.199** This option would result in a comparable level of development (approximately 150 additional homes) at the Market Towns and Rural Area compared to option 1. This could mean there could be some level of development at Kings Worthy, Denmead, Bishop's Waltham and New Alresford where SPZs are present.

**5.200** Overall, due to the potential to increase nitrates entering the Solent and some potential for impact on drinking water quality at West of Waterlooville and Kings Worthy, a significant negative effect is expected for option 2.

### **Option 3 (One or more new strategic allocations / new settlements)**

**5.201** Option 3 would provide a high proportion of new development at a new strategic allocation or new settlement in the central/northern part of the district. In the northern and central parts of Winchester some areas to the north of Winchester Town, around Micheldever and to the north and west of New Alresford lie within SPZs. As the location of the new site for development is not specified there is potential for a high level of housing development within SPZs which could adversely affect water quality in the plan area. Option 3 would provide substantially less development at Winchester Town (approximately 730 additional homes) as well as at the existing allocations at the South Hampshire Urban Areas. This could limit the level of development which is required to be distributed to the south of the district, although there is still some potential for SPZs near West of Waterlooville to be affected by development. This option would accommodate the remainder of housing development (approximately 100 homes) across other smaller settlements in the plan area. This could include some development at Kings Worthy, Denmead, Bishop's Waltham and New Alresford where SPZs are present.

**5.202** Overall, due to the potential to increase in nitrates entering the Solent and potential for impact on drinking water quality at the new settlement, plus development at West of Waterlooville and the rural settlements, a significant negative effect is expected for option 3. As the location of the new settlement and potential effects of this development on water quality are unknown uncertainty is attached to the effect recorded.

### **Option 4 (Dispersed development strategy)**

**5.203** Option 4 would result in a more dispersed distribution of housing growth than the other the options. Through this option a higher amount of housing growth would occur at smaller rural settlements, in the Market Towns and Rural Areas. This could include new homes at the smaller settlements of Otterbourne, South Wonston and Sparsholt all of which have SPZs in close proximity. This option would accommodate a low level of development in the South Hampshire Urban Areas (approximately 70 additional homes) and therefore, the impacts in relation to the SPZ to the west of Waterlooville are likely to be more limited. Winchester Town is less constrained by SPZs and the relatively high number of homes provided above existing commitments at this location (approximately 1,230 homes) through option 4 would be less likely to have adverse impacts on water quality.

**5.204** Overall, due to the potential to increase nitrates entering the Solent and potential for impact on drinking water quality at the development at some of the rural settlements, a significant negative effect is expected for option 4.

### Mitigation

**5.205** In order to mitigate negative effects identified in relation to water quality and quantity, the new Local Plan could include:

- Requiring all new development of one or more net additional new dwellings to meet the optional requirement under G2 of the Building Regulations 2010 of a maximum water use of 110 litres per person per day.
- Requiring new development to be delivered after necessary WWTW upgrades and/or new WWTW infrastructure.
- Requiring new development to achieve nutrient neutrality.
- Locating new development away from SPZs, or where this is not possible, requiring construction techniques to avoid adversely affecting drinking water supply in SPZs.

### Conclusion

**5.206** All options are expected to have adverse impacts in terms of water quality in the plan area due to increased pressure on WWTWs. There are already existing pressures on water use and the projected level of growth is likely to intensify this. Furthermore, the distribution of SPZs across the plan area means that the options considered are all like to pose some threats to drinking water quality. Greater uncertainty is attached to the potential effects for options 1 and 3 given that the locations of the portion of development required in the south of the district and the new strategic site or settlement have not been confirmed.

### SA14: To manage and reduce flood risk from all sources.

**5.207** New development is likely to include measures that will help to mitigate flood risk as it is delivered. For example, planning policy will require SuDS which will contribute greatly to limiting increased flood risk in the plan area. However, some areas of the district fall within Flood Zone 2 and 3 where flood risk from fluvial sources is known to be greater. These areas are mostly along the main watercourses of the Rivers Itchen, Meon, Hamble, Wallington and Dever and their tributaries (see **Figure D.4** in **Appendix D**). The River Itchen passes through Winchester Town and in close proximity to New Alresford (with the River Arle also passing through that settlement) and some land at these settlements fall within Flood Zones 2 and 3. Furthermore, the Rivers Hamble and Wallington put some of the land in close proximity to Whiteley and Waterlooville within Flood Zones 2 and 3. Some of these watercourses (including most notably the Meon) flow through the National Park. Through the sequential test it is likely that sites which are outside of Flood Zones 2 and 3 could accommodate new development, however, adopting a strategy which directs higher amounts of development at locations affected by flood risk could make this more difficult to achieve. Furthermore, development which increases greenfield land take in the plan area will result in an increase in impermeable surfaces. This could increase the potential for surface water flooding in the district.

### Option 1 (Existing Local Plan strategy)

#### Winchester Town

**5.208** Option 1 would result in the highest proportion of housing growth above existing commitments being delivered at Winchester Town and at the South Hampshire Urban Areas. At Winchester Town, the high level of existing development could mean there is increased potential for re-use of brownfield land, which may help to limit flood risk as development occurs (due to not increasing impermeable surfaces). However, there are areas of Flood Zone 2 and 3 associated with the River Itchen running north-south through Winchester Town, as well as at the settlement's north eastern and south eastern edges.

#### South Hampshire Urban Areas

**5.209** Through option 1, the high level of development (approximately 1,270 additional homes) within the South Hampshire Urban Areas is likely to mean some portion of development will have to be distributed more widely to the south of the district considering the constraints at the existing allocations of West of Waterlooville and North Whiteley. This may result in development on a higher number of greenfield sites to the detriment of local flood risk. The presence of the tributaries of the



Hamble, Meon and Wallington means that there are areas of Flood Zones 2 and 3, which could be affected by additional development in the south of the district.

### **Market Towns and Rural Areas**

**5.210** Through option 1 a limited proportion of the overall development would be provided at the Market Towns and Rural Areas. Considering the less developed nature of many of the settlements within these areas, there is likely to be limited opportunities to make use of brownfield land and reduce impermeable surfaces at these locations. The course of the Dever, Itchen, Meon, Wallington and Hamble and their respective tributaries flow through many of the Market Towns and smaller settlements meaning some of the land around some of these settlements falls within Flood Zones 2 and 3. This includes land at Sutton Scotney, Micheldever, Kings Worthy, New Alresford, Otterbourne, Colden Common, Bishop's Waltham, Denmead and Wickham.

**5.211** Overall, a significant negative effect is expected for option 1. In part, this reflects the high number of homes which are likely to be distributed more widely across the south of the district which contains many less developed locations and also those which are affected by fluvial flood risk. This effect is uncertain as it will depend on the precise location of the new development to be delivered at each settlement.

### **Option 2 (Focus on Winchester Town)**

**5.212** Through option 2 a similar distribution of development to option 1 would result but with a higher proportion (approximately additional 1,730 homes) delivered at Winchester Town. This option is likely to help encourage the re-use of brownfield land and limit new impermeable surfaces at Winchester Town, however areas of Flood Zone 2 and 3 are associated with the River Itchen running north-south through the town. The South Hampshire Urban Areas would accommodate lower levels of development through this option (approximately 820 additional homes) meaning less development would have to be distributed to the wider southern part of the district. Regardless, there are areas of high flood risk nearby to the existing strategic allocations of West of Waterlooville and North Whiteley and a proportion of new development at these locations or the south of the district is likely to be on greenfield land which would increase impermeable surfaces.

**5.213** This option would provide a similar level of development (approximately 150 additional homes) at the Market Towns and Rural Areas to option 1. This means that there could be an additional amount of greenfield land take including development at some of the smaller settlements which have or are close to areas of Flood Zones 2 and 3.

**5.214** Overall, a minor negative effect is expected for option 2. This effect is uncertain as it will depend on the precise location of the new development to be delivered at each settlement.

### **Option 3 (One or more new strategic allocations / new settlements)**

**5.215** Option 3 would provide a high proportion of new development at a new strategic allocation or settlement in the central/northern part of the district, which would require a high amount of greenfield land take at a single location, which could significantly increase impermeable surfaces within the district. There are areas of higher flood risk associated with the Itchen and Dever in the north and central parts of the district. Depending on the precise location of the new strategic allocation or settlement there is potential for the land take required to exacerbate flood risk in the River Itchen catchment through increased surface water flooding.

**5.216** Option 3 would provide substantially less development at Winchester Town (approximately 730 additional homes) as well as at the South Hampshire Urban Areas. At the South Hampshire Urban Areas, the low level of development is likely to mean a lower proportion of development would be distributed more widely within the south of the district. This could reduce the need for a higher number of greenfield sites in presently less developed locations. It could also reduce the potential for housing development within Flood Zones 2 and 3 in the south of the district through which the Meon, Wallington and Hamble and their respective tributaries flow. Less than 100 additional homes would be provided within the Market Towns and Rural Areas where there is similar potential for greenfield land take and development within Flood Zones 2 and 3 associated with the waterbodies which pass through the district. This option is unlikely to result in a large increase in the number of residents adversely affected by fluvial flood risk.

**5.217** Overall, a minor negative effect is expected for option 3 due to the potential for substantial increase in impermeable surfaces and impact on surface water flooding in the River Itchen catchment. Uncertainty is attached to the effect recorded given that the precise location of the new settlement may influence the potential magnitude of any impact on surface water flooding in the River Itchen catchment.

#### Option 4 (Dispersed development strategy)

**5.218** Option 4 would deliver the additional housing growth in a more dispersed distribution than the other options considered. Through this option the delivery of a higher amount of housing growth at smaller rural settlements, beyond the Market Towns, would result. Option 4 could result in an increased number of homes being delivered at settlements which are partially constrained by fluvial flood risk. This includes Sutton Scotney, Micheldever, Kings Worthy, New Alresford, Otterbourne, Colden Common, Bishop's Waltham, Denmead and Wickham. Given the higher level of development at more rural locations through this option, it is likely that most new development will be on greenfield land. This could increase the potential for local surface water flooding. Through this option Winchester Town would still accommodate a relatively high number of homes above existing commitments (approximately 1,230 homes). This element of option 4 has the potential to promote brownfield land use over greenfield land use but could also result in some development occurring within the higher flood risk areas at the River Itchen.

**5.219** Overall, a significant negative effect is expected for option 4 due to the potential impacts on fluvial flooding at Winchester Town and the rural settlements as well as surface water flooding locally at numerous rural locations. This effect is uncertain as it will depend on the precise location of the new development to be delivered at each settlement.

#### Mitigation

**5.220** In order to mitigate negative effects identified in relation to flooding, the new Local Plan could include:

- A presumption against new development being delivered in Flood Zones 2 and 3.
- The sequential test should also be applied at the next stage of the Local Plan preparation when considering potential sites for allocation.
- Policies requiring all new development to incorporate SuDS and green infrastructure into their design which this could be achieved through various mechanisms, such as S106 agreements.

#### Conclusion

**5.221** All options would include some areas which are potentially at risk of fluvial flooding. The majority of the district is outside of Flood Zones 2 and 3, but the distribution of watercourses in the plan area means that all options could direct new development to land which is potentially affected by flooding from fluvial sources. Furthermore, the scale of development to be delivered would result in greenfield land take and an increase in impermeable surfaces with increased risk of surface water flooding through all options considered.

**5.222** Options 1 and 4 are likely to perform least favourably in this regard. These options would include the highest amount of land in presently less developed areas in the south of the district and the Market Towns and Rural Areas. Both options could therefore result in a higher level of development in locations where greenfield land take is more likely to occur. These locations also contain areas affected by fluvial flood risk, although these impacts will be dependent mostly on the precise location of new development. The more dispersed distribution of development through option 4 is expected to increase the potential for surface water flooding at a higher number of locations in the plan area. Effects of options 2 and 4 are mostly uncertain as the precise location of new development at each settlement is not yet known. The high number of locations unaffected by fluvial flood risk may mean that much of the development in the plan area can be delivered to limit increased flood risk from this source.

## Chapter 6

### SA findings for the policy topics

**6.1** This chapter presents the SA findings for the reasonable alternative policy options in the Strategic Issues and Priorities document. Some of these are explicitly described by the Council in the “Options” section of each policy topic. Others have been identified by LUC as being implied by the supporting text to the policy topics, by the Council’s review of existing policies in Appendix 2 to the in the Strategic Issues and Priorities document, or by the Council’s initial list of new potential policies in Appendix 3 to the document.

#### Topic 1: Carbon neutrality

**6.2 Table 6.1** sets out the explicit or implied reasonable alternative policy options described in the Strategic Issues and Priorities document relating to carbon neutrality.

**Table 6.1: Carbon neutrality policy options and their treatment in the SA**

Policy subject	Policy option number	Options set out in the Strategic Issues and Priorities document	Treatment in the SA
Energy Hierarchy	1.1	Prioritise and require that developers think about more sustainable energy options right at the start of the design process through an energy hierarchy process.	Appraised below
Carbon offsetting as a last resort	1.2	Introduce a policy that allows for carbon offsetting, as a very last resort, when it can be demonstrated where it is either physically not possible or cost-effective to provide the measures onsite.	Appraised below
Carbon offsetting where most needed	1.3	Use money from carbon offsetting to support energy efficiency measures to buildings in locations where they most need improvement.	Appraised below
Intervention Areas	1.4	Include ‘climate intervention areas’ to target areas of the District that need improvement.	Appraised below
Energy Standards	1.5	Introduce a Local Plan policy that has higher requirements than the current Building Regulations Part L: Conservation of Fuel and Power and incentives to encourage developers to develop NZEB (Nearly Zero-Energy Buildings).	Appraised below
SuDS	1.6	Promote the use of Sustainable Urban Drainage Schemes and Rain Water gardens.	Appraised below
Water Efficiency	1.7	Increase water efficiency standards and promote the use of grey water recycling.	Appraised below
Carbon Footprint	1.8	Require developers to consider the whole life carbon footprint of a building as part of the design process.	Appraised below
Overheating	1.9	Require developers to limit the impact of overheating as part of the planning application process.	Appraised below
Grow Your Own	1.10a	Integrate the ability for people to grow their own food.	Appraised below
Community gardens	1.10b	Create space for community gardens and with shared access.	Appraised below

Policy subject	Policy option number	Options set out in the Strategic Issues and Priorities document	Treatment in the SA
Strategic approach to climate change	1.11	If the Local Plan includes a Strategic Policy on Climate Change what are the key issues that this policy should cover?	Information gathering or opinion-seeking – not subject to IIA.
Progressing to zero carbon	1.12	What else can the Local Plan do to assist the Council with moving towards zero carbon?	Information gathering or opinion-seeking – not subject to IIA.
Carbon offsetting	1.13	Should the plan include a policy to use a carbon offsetting fund only as a last resort?	Approach already appraised through existing IIA work (Policy option 1.2 above).
Carbon offsetting	1.14	How should money from a carbon offsetting fund be used?	Approach already appraised through existing IIA work.

**6.3** The likely sustainability effects of the carbon neutrality policy topic options above are set out in **Table 6.2** and described below the table.

Table 6.2 SA results for carbon neutrality policy options

SA objective	1.1 Energy Hierarchy	1.2 Carbon Offsetting as a last resort	1.3 Carbon offsetting where most needed	1.4 Intervention Areas	1.5 Energy Standards	1.6 SuDS	1.7 Water Efficiency	1.8 Carbon Footprint	1.9 Overheating	1.10a Grow Your Own	1.10b Community gardens
SA1: Climate Change Mitigation	+	+	++/-	++	++	0	+	++	+	+	+
SA2: Transport and Air Quality	+	+	+	++	+	+	+	0	+	0	0
SA3: Climate Change Adaptation	0	0	0	++	+	++	++	+	++	++	++
SA4: Health and Wellbeing	0	0	0	+	+	+	+	0	++	++	++
SA5: Community Cohesion and Safety	0	0	0	+	0	0	0	0	+	+	++
SA6: Housing	-	-	0	0	-	-	-	-	-	0	0
SA7: Access to Services, Facilities and Jobs	0	0	0	+	0	0	0	0	0	+	+
SA8: Sustainable Economic Growth	+/-	+/-	0	+	+/-	+/-	+/-	+/-	+/-	0	0
SA9: Biodiversity and Geodiversity	+/-	+/-	+	+	+/-	+	+	0	+	+	+
SA10: Landscapes and Character	-	-	0	0	-	0	0	0	0	0	0
SA11: Historic Environment	-	-	0	0	-	0	0	0	0	0	0
SA12: Natural Resources	0	0	0	0	0	0	0	++	0	0	0
SA13: Water Resources	+	+	+	+	+	++	++	+	+	0	0
SA14: Flood Risk	+	+	+	+	+	+	0	0	+	+	+

**6.4** Carbon neutrality options 1.1: Energy hierarchy, 1.2: Carbon offsetting, and 1.5: Energy standards are generally expected to have the same effects against the SA objectives. However, option 1.4 is expected to have a significant rather than minor positive effect on SA objective 1: **Climate change mitigation** as it aims to provide higher energy efficiency standards than current Building Regulations this would encourage zero carbon development. A minor positive effect is expected against SA objective 2: **Transport and air quality**, SA objective 13: **Water resources**, and SA objective 14: **Flood risk** for options 1.1, 1.2 and 1.4. This is in acknowledgment of the fact that an energy hierarchy process and carbon offsetting will reduce the District's contribution to the primary cause of climate change: greenhouse gases and will have some effect on the design of equivalent water efficiency measures, i.e. energy efficiency measures include reducing water consumption in order to reduce the energy required to pump and heat it. This reduction in carbon emissions is also likely to result in a marked improvement to air quality due to reduced pollutant emissions and climate related issues such as flooding.

**6.5** Option 1.3 would use the money from carbon offsetting to support energy efficiency measures at buildings in areas where there is most need. No change in the overall expected amount of energy efficiency measures incorporated in the District is likely, however, focussing improvements to specific locations where the highest need is identified could help to address the areas of highest carbon emissions. It could also mean some areas would receive more limited support in this regard. A mixed significant positive and minor negative effect is therefore expected for this option in relation to SA objective 1: **Climate change mitigation**. This approach may help to limit contributions to air pollution from energy production by reducing energy requirements for homes and businesses where less energy efficient measures are currently in place and therefore a minor positive effect is expected for objective 2: **Transport and air quality**. It is likely that this more targeted approach could help to limit carbon emissions from the worst performing buildings in the District in the long term, which could help to limit the potential for the long term consequences of climate change such as habitat loss and flooding. Energy efficiency measures may also include those which relate to water saving and therefore minor positive effects are expected for SA objective 9: **Biodiversity and geodiversity**, SA objective 13: **Water resources**, and SA objective 14: **Flood risk**

**6.6** The future cost of meeting of an energy efficiency hierarchy and provide carbon offsetting is unknown, although it is becoming less costly to achieve energy efficiency/low carbon targets as technology evolves and the market grows. However, requiring developers to transition to be low carbon is likely to add cost to the design and construction of new development. Consequently, minor negative effects are recorded against SA objective 6: **Housing** and SA objective 8: **Sustainable economic growth**. The minor negative effect recorded against SA objective 8: **Sustainable economic growth** is also coupled with the potential for a minor positive effect in acknowledgement of the fact that a significant increase in energy efficiency and carbon offsetting has the potential to create new local jobs in the District associated with more ambitious design, construction and delivery. Carbon neutrality options 1.5: SuDS and 1.6: Water efficiency are also expected to have the same minor negative and mixed minor positive and negative effects on these SA objectives for similar reasons.

**6.7** Options 1.1: Energy hierarchy and 1.2: Carbon offsetting as a last resort increase the likelihood that low carbon and renewable energy generation infrastructure will be required on-site or elsewhere within the District. The greater the scale and density of such infrastructure development across the District, the greater the potential for adverse effects on the District's sensitive historic and natural environments. Consequently, minor negative effects are recorded against SA objective 9: **Biodiversity and geodiversity**, SA objective 10: **Landscape and character**, and SA objective 11: **Historic environment**. Some uncertainty is attached to the likelihood and significance of these effects until such time as the location, design and scale of such technologies is known. Minor positive effects have also been identified against SA objective 9: **Biodiversity and geodiversity** as reducing emissions combats climate change and consequently the impact climate change is likely to have on biodiversity in the long term.

**6.8** Under Carbon neutrality option 1.4: Intervention areas, the Council has suggested 'climate intervention areas' which target areas that are already suffering from climate change effects and which would widen footpaths and cycle lanes, plant trees, implement green walls and provide electric vehicle infrastructure, among other things. All of which would have positive implications for climate adaptation and mitigation and improve air quality within the area due to the multifunctionality of green infrastructure and increase in active travel. As such, a significant positive effect is expected against SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, and SA objective 3: **Climate change adaptation**. A minor positive effect is also expected against SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety**, SA objective 7: **Access to services, facilities and jobs**, SA objective 8: **Sustainable economic growth**, SA objective 9: **Biodiversity and geodiversity**, SA objective 13: **Water resources**, and SA objective 14: **Flood risk**.

**6.9** A significant positive effect is recorded for Carbon neutrality option 1.6: SuDS against SA objective 3: **Climate change adaptation** in acknowledgement of the promotion of SUDs and rainwater gardens in reducing the risk of flooding which is exacerbated by climate change. Option 1.6: Water efficiency is also expected to have a significant positive effect on SA objective 3: **Climate change adaptation** in acknowledgement of the contribution of ambitious water efficiency standards in reducing the District's risk of drought which is exacerbated by climate change. The introduction of high water efficiency levels is also likely to result in a reduction in carbon emissions associated with the energy required to treat, pump and heat potable water, with minor positive effects on SA objective 1: **Climate change mitigation**. However, given the diverse range of other sources of air pollution and climate change effects these positive effects are considered to be less significant and are therefore recorded as minor against SA objective 2: **Transport and air quality**, SA objective 4: **Health and wellbeing** and SA objective 9: **Biodiversity and geodiversity**.

**6.10** A significant positive effect is also recorded against SA objective 13: **Water resources** for options 1.6: SuDS and 1.7: Water efficiency in acknowledgement of the fact that aiming to achieve higher levels of water efficiency and sustainable drainage will help to achieve sustainable water resource management, reduce the risk of drought and combat climate change.

**6.11** As Carbon neutrality option 1.8: Carbon footprint requires developers to consider the whole life carbon footprint of a building it is expected to have a significant positive effect on SA objective 1: **Climate change mitigation** and SA objective 12: **Natural resources**. This is because it is likely that climate change and natural resources will be considered from the design stage to sourcing sustainable, reusable and recyclable materials and implementing low impact construction. Minor positive effects are expected against SA objective 3: **Climate change adaptation**, SA objective 8: **Sustainable economic growth** and SA objective 13: **Water resources** as good design could incorporate green infrastructure, water efficiency measures and encourage new potential jobs for the local area. However, requiring developers to consider the entire life carbon footprint of a building is likely to add cost to the design and construction of new development. Consequently, minor negative effects are recorded against SA objective 6: **Housing** and SA objective 8: **Sustainable economic growth**.

**6.12** Carbon neutrality option 1.9: Overheating would require developers to incorporate passive cooling and ventilation techniques, including natural shading, early on in the design process. This would mitigate the risk of overheating, which is likely to be exacerbated by climate change, resulting in significant positive effects against SA objective 3: **Climate change adaptation** and SA objective 4: **Health and wellbeing**. Minor positive effects are expected on SA objective 9: **Biodiversity and geodiversity** as measures could include green walls / roofs, which can provide valuable habitats. A minor positive effect is also expected against SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, SA objective 5: **Community cohesion and safety**, SA objective 8: **Sustainable economic growth**, SA objective 13: **Water resources** and SA objective 14: **Flood risk** as this option could avoid emissions associated with energy from air conditioning, provide outdoor shelters for the community to congregate, implement green infrastructure to help manage flooding, among other things. However, requiring developers to consider the cooling techniques from the outset of designing a building is likely to add cost to the design and construction of new development. Consequently, minor negative effects are recorded against SA objective 6: **Housing** and SA objective 8: **Sustainable economic growth**.

**6.13** Local food growing initiatives increase health and wellbeing, community cohesion through learning and education and build climate resilience as climate change is likely to increase flood risk, heat waves and the length of the growing season, local food growing areas such as allotments form an important part of a green infrastructure network and local food growing helps to support and encourage people to buy local and seasonal food all year round. As such, Carbon neutrality option 1.10a: Grow your own is expected to have a significant positive effect on SA objective 3: **Climate change adaptation** and SA objective 4: **Health and wellbeing**. Minor positive effects are also expected against SA objective 1: **Climate change mitigation**, and SA objective 5: **Community cohesion and safety**, SA objective 7: **Access to services, facilities and jobs**, SA objective 9: **Biodiversity and geodiversity** and SA objective 14: **Flood risk** as locally grown food reduces emissions associated with transporting food over long distances, additional locally grown food could increase food accessibility for many and areas such as allotments provide vital habitats for local wildlife as well as allowing for the safe infiltration of surface water.

**6.14** It is likely that providing residents with space for community gardens through option 10b: Community gardens would have similar positive effects to those identified for option 10a. Community gardens would provide residents with space to grow their own food which could have benefits in terms and improved public health. The incorporation of green infrastructure will also support climate change adaptation in the District. Furthermore, the provision of these types of facilities with shared access is likely to directly support social integration at new development. Significant positive effects are therefore expected in relation to SA objective 3: **Climate change adaptation**, SA objective 4: **Health and wellbeing** and SA objective 5: **Community cohesion and safety**. Considering the potential to reduce food miles in the District, a minor positive effect is expected for SA objective 1:

**Climate change mitigation.** The green spaces incorporated at community gardens are likely to provide habitat space as well as allowing for the infiltration of surface water and therefore minor positive effects are expected for SA objective 9: **Biodiversity and geodiversity** and SA objective 14: **Flood risk**. A minor positive effect is also expected in relation to SA objective 7: **Access to services, facilities and jobs** considering the improved access some residents would have to garden facilities.

#### Equalities impact assessment findings for Topic 1: Carbon neutrality

**6.15** Older people and younger people can be the more susceptible to poor air quality than other groups in the District. People with disabilities relating to cardiovascular and respiratory conditions and pregnant women are also particularly vulnerable to air pollution. Option 1.3 could help to secure the provision of new footpaths and cycle lanes in 'climate intervention areas' which could help to reduce air pollution in the plan area.

**6.16** Therefore, positive effects are identified for Topic 1 in relation to **age** (including those over 65, infants and young children), **disability** (including those with long term health problems) and **pregnancy and maternity**. Parts of Winchester Town (including parts of St Luke ward and St John and All Saints ward) are amongst the most deprived in the plan area. The more central parts of Winchester suffer from higher levels of congestion which can affect air quality. Positive effects are therefore also identified in relation to **people living in deprived areas/rural areas**.

**6.17** By providing residents with space for more informal interactions which might otherwise not occur in the District, community cohesion may be promoted through option 1.10a (Grow your own) and option 1.10b (Community gardens). Benefits are therefore likely in terms of supporting social tolerance in the plan area and positive effects are expected in relation to **gender reassignment, race and sexual orientation**. Option 1.10b may also have particular positive effects in terms of the health and well-being of **people on low incomes** as it may provide them with access to healthier food sources which they might otherwise not be able benefit from. Further detail is provided in **Appendix B** of this report.

## Topic 2: Biodiversity and the natural environment

**6.18 Table 6.3** sets out the policy options listed under the Biodiversity topic in the Strategic Issues and Priorities document that were subject to IIA.

**Table 6.3: Biodiversity policy options and their treatment in the SA**

Policy subject	Policy option number	Options set out in the Strategic Options and Issues document	Treatment in the SA
Tree Planting	2.1	Include a specific policy that requires new development proposals to plant trees, woodlands and hedgerows as part of their public realm scheme in addition to any requirements to mitigate climate change.	Appraised below
Local Designations	2.2	The Council could define new Local Nature Reserves in partnership with the Hampshire and Isle of Wight Wildlife Trust.	Appraised below
Strategic Mitigation - Recreation	2.3	The Council could work with other local authorities and nature groups to develop and implement a strategic approach to protecting international and European sites from development, including recreational disturbance.	Appraised below
Strategic Mitigation - Nitrates	2.4	The Council could work with other local authorities and statutory bodies to develop and implement a Hampshire wide strategy to deal with nitrates pollution from the increase in population.	Appraised below
Recreation Mitigation	2.5a	Open space for mitigation could be provided as part of new developments, or	Appraised below
	2.5b	Could be a specific allocation in the Local Plan	Appraised below
Maintaining Local Gaps	2.6	The principle of Settlement Gaps could be retained in the Local Plan?	Appraised below
Defining Local Gaps	2.7a	Define specific boundaries for Local Gaps, or	Appraised below
	2.7b	A more general policy which aims to avoid coalescence?	Appraised below



Policy subject	Policy option number	Options set out in the Strategic Options and Issues document	Treatment in the SA
Local Green Space	2.8	The Local Plan could identify and designate Local Areas of Green Space?	Appraised below
Land for mitigation	2.9a	The council could issue a “call for sites” asking for land to be used for carbon offsetting, nitrates mitigation or biodiversity.	Appraised below
	2.9b	The council could use its own land for mitigation or the creation of habitats	Appraised below
Biodiversity net gain	2.10	Include a policy to require new developments deliver at least a 10% net gain in biodiversity.	Appraised below
Dark skies	2.11	Include a policy that protects the setting of the National Park in terms of dark skies in the plan area.	Appraised below
Phosphorous and Package Treatment Plants	2.12	Include a policy to require that proposals for Package Treatment Plants (PTPs) that will discharge into watercourses will not add to the nutrient burden on the River Itchen SAC. Guidance could be included on the location and design of such proposals.	Appraised below
Green Infrastructure	2.13	Include a policy that links public health and wellbeing to the natural environment and seeks to enhance green infrastructure and ecological connectivity across the District that is managed for people and nature.	Appraised below
Natural Capital Approach	2.14	Include a policy to 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.	Appraised below
Off Site Biodiversity Net Gain	2.15	How should biodiversity net gain be dealt when it cannot be provided on site?	Information gathering or opinion-seeking – not subject to IIA.
Biodiversity Offsetting	2.16	Should the plan include a policy to address where biodiversity net gain cannot be provided on site, allowing this to be offset by enhancing biodiversity off site?	Appraised below.
Off Site Mitigation	2.17	Should the plan allocate land specifically for open space or for biodiversity net gain, to provide opportunities for offsite mitigate of the effects of new development?	Appraised below.
Protection of the Countryside	2.18	Are current development management policies for the protection of the countryside adequate? If not, please explain in which respects they are inadequate (e.g. protecting landscape quality, biodiversity, settlement gaps, etc).	Information gathering or opinion-seeking – not subject to IIA.
New Green Belt	2.19	Do you think a new Green Belt is needed in the southern part of the District? If so, what changes in circumstances make this ‘exceptional measure’ necessary?	Appraised below.
Green Belt Designation	2.20	How would a Green Belt designation contribute to achieving sustainable development in the District and adjoining areas?	Information gathering or opinion-seeking – not subject to IIA.

**6.19** The likely sustainability effects of the policy options suggested above are set out in **Table 6.4** and described below the table.

Table 6.4: SA results for Biodiversity policy options

SA objective	2.1 Tree Planting	2.2 Local Designations	2.3 Strategic Mitigation - Recreation	2.4 Strategic mitigation - Nitrates	2.5a Recreation Mitigation	2.5b Recreation Mitigation	2.6 Maintaining Local Gaps	2.7a Defining Local Gaps	2.7b Defining Local Gaps	2.8 Local Green Spaces	2.9a Land for mitigation	2.9b Land for mitigation	2.10 Biodiversity Net Gain	2.11 Dark skies	2.12 Phosphorous and PTPs	2.13 Green Infrastructure	2.14 Natural Capital Approach	2.16 Biodiversity Offsetting	2.17 Off Site Mitigation	2.19 New Green Belt	
SA1: Climate Change Mitigation	+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	+	+	0	0	-	
SA2: Transport and Air Quality	+	0	0	0	+	+	0	0	0	+	+	+	+	0	0	+	+	+	+	-	
SA3: Climate Change Adaptation	++	+	+	+	++	++	+	+	+	++	+	+	+	0	0	++	++	+	+	0	
SA4: Health and Wellbeing	++	0	0	0	++	++	+	+	+	++	+	+	+	0	0	++	++	+	+	-	
SA5: Community Cohesion and Safety	+	0	0	0	+	+	++	++	+	++	+	+	+	0	0	+	+	+	+	0	
SA6: Housing	0	0	0	0	+	+	0	0	0	0	0	0	0	0	0	0	0	0	0	--?	
SA7: Access to Services, Facilities and Jobs	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	+	0	0	0	-	
SA8: Sustainable Economic Growth	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	+	0	0	-	
SA9: Biodiversity and Geodiversity	+	++	++	++	++?	++?	+	++	+	++	++?	++	++	++	++	++	++	++	++	++	+?/-?
SA10: Landscapes and Character	+	+	++	+	++	++	+	++	+	++	++?	++	+	++	0	++	+	+	++	++?/-?	
SA11: Historic Environment	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	++?/-?	
SA12: Natural Resources	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	-- ?/+?	

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 Winchester Local Plan  
 February 2021

SA objective	2.1 Tree Planting	2.2 Local Designations	2.3 Strategic Mitigation - Recreation	2.4 Strategic mitigation - Nitrates	2.5a Recreation Mitigation	2.5b Recreation Mitigation	2.6 Maintaining Local Gaps	2.7a Defining Local Gaps	2.7b Defining Local Gaps	2.8 Local Green Spaces	2.9a Land for mitigation	2.9b Land for mitigation	2.10 Biodiversity Net Gain	2.11 Dark skies	2.12 Phosphorous and PTPs	2.13 Green Infrastructure	2.14 Natural Capital Approach	2.16 Biodiversity Offsetting	2.17 Off Site Mitigation	2.19 New Green Belt
SA13: Water Resources	0	+	+	++	0	0	0	+	+?	+	+?	+	+	0	++	+	++	+?	+	+?/-?
SA14: Flood Risk	+	+	+	+	+	+	+?	+	+?	+	+?	+	+	0	0	+	+	+?	+	+?/-?

**6.20** Options included in the Strategic Options and Issues document set out suggestions for policies that would help advance biodiversity preservation and protection and enable biodiversity net gain.

**6.21** Planting trees and woodlands at new developments can deliver a number of benefits from improving the public realm and delivering health and wellbeing benefits to improved air quality, biodiversity and landscape, and reduced flood risk. As such, option 2.1: Tree planting is expected to have significant positive effects for SA objective 3: **Climate change adaptation** and SA objective 4: **Health and wellbeing**, as having more trees will help to provide natural shading and cooling, reduce the flood risks associated with extreme rainfall events, and help to create healthier surroundings for local communities. Minor positive effects are expected for option 2.1 for SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, SA objective 5: **Community cohesion and safety**, SA objective 9: **Biodiversity and geodiversity**, SA objective 10: **Landscape and character** and for SA objective 14: **Flood risk**.

**6.22** Option 2.2: Local designations is expected to have significant positive effects for SA objective 9: **Biodiversity and geodiversity**, because such designation will help conserve locally important biodiversity areas from development. Minor positive effects are expected for SA objective 3: **Climate change adaptation**, SA objective 10: **Landscape and character**, SA objective 13 **Water resource** and SA objective 14: **Flood risk**.

**6.23** Option 2.3: Strategic mitigation - recreation is expected to have significant positive effects for SA objective 9: **Biodiversity and geodiversity** and SA objective 10: **Landscape and character**, because such strategic approach would be likely to provide the most effective protection for internationally designated sites that are affected by development-related impacts over a wide area, for example recreation pressure or nutrient enrichment. Minor positive effects are expected for SA objective 3: **Climate change adaptation**, SA objective 13: **Water resource** and SA objective 14: **Flood risk**.

**6.24** Option 2.4: Strategic mitigation - nitrates is expected to have significant positive effects for SA objective 9: **Biodiversity and geodiversity** and SA objective 13: **Water resources** as such a strategic approach would likely provide the most effective strategy to combat nitrates pollution from the increase in population, for example offsetting schemes such as those currently being undertaken by the Hampshire and Isle of Wight Wildlife Trust. In addition, minor positive effects are expected against SA objective 3: **Climate change adaptation**, SA objective 10: **Landscape and character** and SA objective 14: **Flood risk**.

**6.25** Option 2.4a: Recreation mitigation would require open space for mitigation to be provided as part of new developments. Option 2.4b would, instead, allocate sites in the Local Plan for open space mitigation. Both approaches are expected to have similar sustainability effects, including increasing climate resilience of developments by taking advantage of green infrastructure for cooling/heating purposes and delivering a range of biodiversity and landscape benefits, thereby creating a more beautiful, healthy and sustainable place to live. Both options are therefore expected to have significant positive effects for SA objective 3: **Climate change adaptation**, SA objective 4: **Health and wellbeing** and SA objective: 10 **Landscape and character**. An on-site policy approach to provision of open space for mitigation would enable residents to benefit from recreation areas right where they live, this convenience making it less likely that will travel further afield for outdoor recreation in sensitive biodiversity sites. However, it may also limit the size of open spaces that can be provided, reducing their desirability for certain recreational requirements, such as those wishing to go for a long walk in a natural setting. Conversely, option 2.4b could provide more potential to pool developer contributions to provide larger, more naturalised open spaces, although a trade-off could be that these would be likely to be less conveniently situated for some residents, potentially reducing their usage and increasing the potential for residents to get in their cars and travel to sensitive biodiversity sites instead. As such, the effectiveness of recreation mitigation and related significant positive effect on SA objective 9: **Biodiversity and geodiversity** is subject to some uncertainty under both options – the most effective recreation mitigation approach may therefore be a combination of these options, informed by detailed understanding of the behaviour of visitors to the biodiversity sites at which recreation pressure needs to be mitigated. Minor positive effects are expected from both options in relation to SA objective 2: **Transport and air quality**, SA objective 5: **Community cohesion and safety**, SA objective 6: **Housing** and SA objective 14: **Flood risk**.

**6.26** Option 2.5: Maintaining Local Gaps is expected to have significant positive effect for SA objective 5: **Community cohesion and safety** as maintaining Local Gaps will preserve distinct identities of the settlements. Minor positive effects are expected for SA objective 3: **Climate change adaptation**, SA objective 4: **Health and wellbeing**, SA objective 9: **Biodiversity and geodiversity**, SA objective 10: **Landscape and character** and SA objective 14: **Flood risk** although these are subject to uncertainty as the land in the settlement gap will not necessarily have high environmental or recreational value or potential.

**6.27** Option 2.6a: Defining Local Gaps would define specific boundaries for Local Gaps in the Local Plan. Option 2.6b would, instead, avoid settlement coalescence via a more general policy. Both approaches are expected to have broadly the same positive effects as option 2.5: Maintaining Local Gaps for the same reasons. However, defining of Local Gap boundaries adds

more certainty that these effects will be realized than a more general, criteria-based policy, with the benefits of the latter approach judged to be uncertain. The effect of development within Local Gaps on perceived settlement separation can only be meaningfully assessed once the characteristics of proposed development are known. It is therefore recommended that Local Gap boundaries are drawn relatively widely to capture all areas where effects on separation may be a consideration. Evidence on key features within those defined Local Gaps that contribute to physical separation or a perceived gap between settlements can then be used to inform planning judgments on the likely effects of particular proposals on settlement separation.

**6.28** Option 2.7: Local Green Spaces would designate locally valued areas of green space and ensure their continued environmental and amenity benefits for the local communities they serve. This is expected to have significant positive effects for SA objective 3: **Climate change adaptation** and SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety**, SA objective 9: **Biodiversity and geodiversity** and SA objective 10: **Landscape and character**. Minor positive effects are expected for SA objective 2: **Transport and air quality**, SA objective 13: **Water resource** and SA objective 14: **Flood risk**.

**6.29** Option 2.9a: Land for mitigation would involve a 'call for sites' asking for land to be used for carbon offsetting, nitrates mitigation or biodiversity, while option 2.9b would involve the council using its own land for mitigation or the creation of habitats. Option 2.17: Off Site Mitigation allocates land specifically for biodiversity net gain, when it cannot be provided on-site. These three options are expected to have significant positive effects on SA objective 9: **Biodiversity and geodiversity** and SA objective 10: **Landscapes and character** as the allocation of land for additional local habitats or carbon offsetting and nitrates mitigation could improve local wildlife and their habitats and the landscape character of the area. Minor positive effects are expected for SA objective 2: **Transport and air quality**, SA objective 3: **Climate change adaptation**, SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety**, SA objective 13: **Water resource** and SA objective 14: **Flood risk**. However, uncertainty is attached to all of the effects of option 2.9a as it is unknown at this time if sufficient suitable sites will come forward to be used for offsetting and mitigation purposes.

**6.30** Biodiversity net gain will become mandatory with the update of the Environmental Bill and the inclusion of a policy which requires new developments to deliver at least a 10% net gain in biodiversity (option 2.10) would be in compliance with this. Option 2.10 is expected to have a significant positive effect for SA objective 9: **Biodiversity and geodiversity**. It is likely that the promotion of biodiversity net gain at new development sites will include the creation of new green spaces and woodlands. Minor positive effects are therefore also expected for SA objective 2: **Transport and air quality**, SA objective 3: **Climate change adaptation**, SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety**, SA objective 10: **Landscape and character**, SA objective 13: **Water resource** and SA objective 14: **Flood risk**.

**6.31** Option 2.11: Dark Skies would help to protect the setting of the South Downs National Park which directly adjoins the District. Limiting development which might otherwise adversely affect local landscape character as a result of increased light pollution is also likely to help prevent the disturbance of species. Therefore, significant positive effects are expected for SA objective 9: **Biodiversity and geodiversity** and SA objective 10: **Landscapes and character**.

**6.32** Option 2.12: Phosphorous and PTPs would help to protect water quality of the River Itchen SAC in terms of phosphorous nutrient burden. This will benefit protected habits and bird species within this designated site and those in the surrounding areas. This option is expected to have significant positive effects for SA objective 9: **Biodiversity and geodiversity** and SA objective 13: **Water resources**.

**6.33** Option 2.13: Green Infrastructure would link between public health and wellbeing and the natural environment, as well enhanced green infrastructure and ecological connectivity to be managed for people and nature. The incorporation of connected green infrastructure at new developments would help the District adapt to the expected impacts of climate change such as overheating and increased flood risk, while also providing linked habitats in the plan area. Residents would benefit from areas to exercise in and appropriate interactions with nature and the delivery of suitable landscaping as part of this green infrastructure is likely to help protect landscape character in the plan area. Option 2.13 is therefore expected to have significant positive effects for SA objective 3: **Climate change adaptation**, SA objective 4: **Health and wellbeing**, SA objective 9: **Biodiversity and geodiversity** and SA objective 10: **Landscape and character** and minor positive effects for SA objective 5: **Community cohesion and safety**, SA objective 13: **Water resources** and SA objective 14: **Flood risk**. Green infrastructure also has the potential to increase connectivity of the footpath and cycle path networks in the plan area and thereby encourage active travel, including walking and cycling. This may help to limit carbon emissions in the plan area and offer improved accessibility to services and facilities. Therefore, minor positive effects are expected for SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, and SA objective 7: **Access to services, facilities and jobs**.

**6.34** Option 2.14: Natural Capital Approach would set out an approach to consider the value of the natural environment for people and the economy. Where development is harmful to natural capital in the District, the policy could seek to secure offsetting contributions. Natural capital is the stock of natural assets (geology, soil, air, water, and all living things) from which humans derive a wide range of services, including food, clean water, energy from wood and other plant materials, recreation and protection from hazards such as flood risk. Further benefits relate to human recreation, air pollution removal and carbon sequestration which can help combat climate change. Option 2.14 is expected to have significant positive effects for SA objectives which are likely to be most directly addressed through the protection of the natural environment - SA objective 3: **Climate change adaptation**, SA objective 4: **Health and wellbeing**, SA objective 9: **Biodiversity and geodiversity** and SA objective 13: **Water resources**. Minor positive effects are also expected for SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, SA objective 5: **Community cohesion and safety**, SA objective 10: **Landscape and character** and SA objective 14: **Flood risk**. Considering the economic value of the services provided by the natural environment and the link this option would make between these services and their financial value for the District, a minor positive effect is expected in relation SA objective 8: **Sustainable economic growth**.

**6.35** Option 2.16: Biodiversity Offsetting would require biodiversity net gain off-site if it cannot be provided on-site where development is taking place. This is likely to have significant positive effects on SA objective 9: **Biodiversity and geodiversity** because although additional local habitats or carbon offsetting and nitrate mitigation would not be provided at the development site, these measures would be provided elsewhere with beneficial effects on biodiversity. In relation to biodiversity, it may sometimes be better to contribute to large, off-site habitat restoration schemes that offer greater potential for creating landscape-scale biodiversity networks than to restore a larger number of small on-site habitats that are isolated from wider biodiversity networks, although this will be dependent on the circumstances of individual sites. Off-site mitigation measures, including the creation of green spaces and woodland, are expected to have minor positive effects in relation to SA objective 2: **Transport and air quality**, SA objective 3: **Climate change adaptation**, SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety**, SA objective 10: **Landscapes and character**, SA objective 13: **Water resource** and SA objective 14: **Flood risk**. However, uncertainty is attached to all of these effects because the measures outlined above would not directly benefit the development site itself and it is unknown whether off-site locations would be suitable for these measures. It is also unknown whether sites would be available for offsetting and mitigation purposes.

**6.36** Land is not designated as Green Belt due to its landscape or ecological value. Instead, as stated in the SIP document, Green Belt is a specific planning designation intended to prevent urban sprawl by keeping land between settlements permanently open. Option 2.19: New Green Belt would result in the establishment of green belt land around the south of Winchester District. Therefore, a mixed significant negative and minor positive but uncertain effect is expected in relation to SA objective 12: **Natural resources** because the green belt designation could push development that would otherwise take place within the land designated as Green Belt to sites elsewhere in the District. These sites may be greenfield sites in more environmentally sensitive areas, particularly if there is limited availability of brownfield sites in close proximity to Winchester Town and other settlements. Alternatively, they could include brownfield sites and potentially prevent development from taking place on greenfield land, although this is uncertain. A mixed minor positive and minor negative but uncertain effect is expected in relation to SA objective 9: **Biodiversity** because greenfield and brownfield sites are both recognised for their biodiversity value, although it is acknowledged that a lot of intensive agriculture is ecologically poor. Mixed significant positive and significant negative but uncertain effects are expected in relation to SA objective 10: **Landscape** and SA objective 11: **Historic environment** because a number of scheduled monuments with listed buildings are located across the south of the District, in the more open and rural areas. Therefore, preventing development in the south of the District would help protect these heritage assets and their settings, in addition to the landscape character of the area. However, a large number of listed buildings are located within urban areas in the south of the District and preventing development on greenfield land may increase development in these urban areas, with potential adverse effects on the historic environment and townscape. All of these effects are subject to considerable uncertainty until the boundaries of any new Green Belt and locations for development are known. Mixed minor positive and minor negative but uncertain effects are expected in relation to SA objective 13: **Water resources** and SA objective 14: **Flood risk** because the green belt designation could push development that would otherwise take place on the land designated as Green Belt to greenfield sites elsewhere in the District, and potentially brownfield sites. This option could increase flood risk and potential contamination of Source Protection Zones if development is directed towards greenfield sites. Alternatively, it could have the opposite effect and reduce flood risk and the potential contamination of Source Protection Zones if development is directed towards brownfield sites, although this is subject to considerable uncertainty for the same reasons outlined above.

**6.37** A significant negative but uncertain effect is expected in relation to SA objective 6: **Housing** for option 2.19 because a green belt designation would prevent residential development from taking place in the south of the District. Given that 40% of the District is already located in the South Downs National Park, this additional area of development constraint could make it difficult to meet housing targets. Similarly, a minor negative effect is expected in relation to SA objective 8: **Sustainable economic growth** because it could also discourage economic development from taking place. Minor negative effects are also expected in relation to SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, SA objective 4: **Health and wellbeing** and SA objective 7: **Access to Services, Facilities and Jobs**, because development may have to leapfrog the new green belt to potentially less sustainable locations, which would increase people's reliance on the private car in reaching local services and facilities, in addition to their workplaces. An increase in use of the private car would also increase greenhouse gas emissions and air pollution, which can exacerbate existing health problems (e.g. asthma), whilst also discouraging use of more sustainable and active modes of travel.

**6.38** Generally speaking, provision of trees, woodlands, and green space under many of the above options would allow the Council to enhance the District's biodiversity and landscape character, increase carbon sequestration, and health, wellbeing and cohesion of communities. It would also positively impact on air quality and water quality by filtering or dispersing pollutants and reduce flood risk by intercepting rainfall, increasing infiltration rates, or providing flood storage areas.

#### Equalities impact assessment findings for Topic 2: Biodiversity and the natural environment

**6.39** Older people and younger people can be the more susceptible to poor air quality than other groups in the District. People with disabilities relating to cardiovascular and respiratory conditions and pregnant women are also particularly vulnerable to air pollution. Option 2.13 (Green Infrastructure) is likely to help promote travel by active modes thereby reducing reliance on travel by private vehicles powered by fossil fuels and related air pollution. The provision of large-scale green infrastructure is also likely to benefit air quality in the plan area by removing pollutants and controlling their distribution across the plan area.

**6.40** Therefore, positive effects are identified for Topic 2 in relation to **age** (including those over 65, infants and young children), **disability** (including those with long term health problems) and **pregnancy and maternity**. Parts of Winchester Town (including parts of St Luke ward and St John and All Saints ward) are amongst the most deprived in the plan area. The more central parts of Winchester suffer from higher levels of congestion which can affect air quality. Positive effects are therefore also identified in relation to **people living in deprived areas/rural areas**. Further detail is provided in **Appendix B** of this report.

**6.41** However, the green belt designation proposed under option 2.20 could potentially result in homes not being delivered where they are needed, especially since 40% of the District is already located in the South Downs National Park where large scale housing development is unlikely to be appropriate. This could disadvantage different groups of people, with negative effects identified in relation to **race** (including gypsies and travellers) and **people on low incomes**.

### Topic 3: Conserving and enhancing the historic environment

**6.42 Table 6.5** sets out the explicit or implied reasonable alternative policy options described in the Strategic Issues and Priorities document relating to the historic environment.

**Table 6.5 Conserving and enhancing the historic environment policy option and its treatment in the SA**

Policy subject	Policy option number	Options set out in the Strategic Issues and Priorities document	Treatment in the SA
Historic buildings	3.1	Identify a sympathetic policy approach towards energy efficiency in historic buildings.	Appraised below
Historic environment	3.2	Is there any need for any additional heritage policies over and above those that are already included in the existing Local Plan which provide the statutory framework towards the Council's responsibilities towards heritage assets?	Information gathering or opinion-seeking – not subject to IIA.
Historic environment	3.3	Do you have any suggestions for how the Local Plan can be used to support energy efficiency improvements to Listed Buildings without adversely affecting the breathability of the built fabric or harm the features of interest?	Information gathering or opinion-seeking – not subject to IIA.

**6.43** The likely sustainability effects of the policy alternatives suggested by the housing provision consultation questions above are set out in **Table 6.6** and described below the table.

**Table 6.6 SA results for conserving and enhancing the historic environment policy option**

SA objective	3.1 Historic buildings
SA1: Climate Change Mitigation	++
SA2: Transport and Air Quality	0
SA3: Climate Change Adaptation	0
SA4: Health and Wellbeing	0
SA5: Community Cohesion and Safety	0
SA6: Housing	0
SA7: Access to Services, Facilities and Jobs	0
SA8: Sustainable Economic Growth	+
SA9: Biodiversity and Geodiversity	0
SA10: Landscapes and Character	0
SA11: Historic Environment	+/-
SA12: Natural Resources	0
SA13: Water Resources	0
SA14: Flood Risk	0

**6.44** Winchester district has 2,267 Listed Buildings therefore Carbon neutrality option 8: Historic buildings would support energy efficiency measures in historic buildings across the District, thereby reducing carbon emissions with a significant positive effect on **SA objective 1: Climate change mitigation**. Implementing sympathetic design of energy efficiency measures within historic buildings would help to ensure their continued maintenance and economic use, with minor positive effects on **SA objective 8: Sustainable economic growth** and **SA objective 11: Historic environment**. However, even a sympathetic policy approach could result in some adverse effects on heritage significance therefore minor negative effects are also recognised against **SA objective 11: Historic environment**.

**Equalities impact assessment findings for Topic 3: Conserving and enhancing the historic environment**

**6.45** The options relating to Topic 3 do not include any direct or indirect references to any of the protected characteristics against which they have been assessed through the EqlA. Negligible effects have therefore been recorded for all protected characteristics.

**Topic 4: Homes for all**

**6.46** **Table 6.7** sets out the out the explicit or implied reasonable alternative policy options described in section two of the Strategic Issues and Priorities document.



Table 6.7: Homes for all policy options and their treatment in the SA

Policy subject	Policy option number	Options set out in the Strategic Issues and Priorities document	Treatment in the SA
Housing Quantum	4.1	Whether to provide more housing than the Standard Methodology requires, which could achieve more affordable housing or other particular needs (it is not an option to provide less).	Appraised below
Spatial Strategy	4.2	What the development strategy should be to accommodate additional housing (see Chapter 2).	Appraised via the SA of four alternative spatial strategy options in Chapter 5.
Housing Need	4.3	Which types of affordable housing needs is it most important to provide.	Information gathering or opinion-seeking – not subject to SA.
Housing type	4.4	Should we seek to control the maximum size of new homes to reflect local housing needs and what is the best way to do this	Appraised below
Non-market Housing	4.5	How far should housing developers be expected to meet needs that would not otherwise be provided by the market such as accessible (for the disabled) housing, and what is viable.	Information gathering or opinion-seeking – not subject to SA.
Student Accommodation / Houses in Multiple Occupation	4.6	Should the plan include policies on student housing and houses in multiple ownership in Winchester to:  make more provision for students in terms of purpose built accommodation?  control new student accommodation more within existing residential neighbourhoods in Winchester?	Appraised below
Specialised Housing	4.7	How to provide for more specialised forms of housing such as self-build, elderly persons' housing or traveller sites.	Information gathering or opinion-seeking – not subject to SA.
Specialised Housing	4.7a	Should the plan provide specialised types of housing (such as for self-build, the elderly, or travellers) on:  separate sites; or	Appraised below
Specialised Housing	4.7b	As part of larger housing allocation sites?	Appraised below
Self Build / Custom Housing	4.8a	Include a policy to require a percentage of plots on larger allocations to be made available for self or custom build homes.	Appraised below
	4.8b	Include a policy to allocate sites specifically for self or custom build homes.	Appraised below
Climate change measures in new homes	4.9	Seek developers to provide a 'digital information pack' on how occupiers should use their homes in order to improve energy efficiency and how and where they can access sustainable forms of transport.	Appraised below
Affordable housing	4.10a	Include a District wide affordable housing target with no variation.	Appraised below
	4.10b	Include different affordable housing percentage targets for different parts of the District.	Appraised below
	4.10c	Include different affordable housing percentage targets for different types of affordable housing accommodation or sizes of sites in order, to take account of local needs and market conditions, or to prioritise certain types of affordable housing.	Appraised below

6.47 The likely sustainability effects of the policy alternatives suggested by the housing provision consultation questions above are set out in **Table 6.8** and described below the table.

Table 6.8 SA results for homes for all policy options

SA objective	4.1 Housing Quantum	4.4 Housing type	4.6 Student Accommodation / Houses in Multiple Occupation	4.7a Specialised housing	4.7b Specialised housing	4.8a Self Build / Custom Housing	4.8b Self Build / Custom Housing	4.9 Climate change measures in new homes	4.10a Affordable housing	4.10b Affordable housing	4.10c Affordable housing
SA1: Climate Change Mitigation	-?	0	-?	0	0	0	0	++	0	0	0
SA2: Transport and Air Quality	-?	0	-?	0	0	0	0	++	0	0	0
SA3: Climate Change Adaptation	0	0	0	0	0	0	0	0	0	0	0
SA4: Health and Wellbeing	0	0	0	-?	+	0	0	0	0	0	0
SA5: Community Cohesion and Safety	0	+	+	+/-	+	+	0	0	+	+/-	++
SA6: Housing	++	+	+	++	++	+	+	0	+/-?	+/-?	+
SA7: Access to Services, Facilities and Jobs	0	0	0	0	0	0	0	+	0	0	0
SA8: Sustainable Economic Growth	0	0	0	0	0	0	0	0	0	0	0
SA9: Biodiversity and Geodiversity	-?	0	0	0	0	0	0	0	0	0	0
SA10: Landscapes and Character	-?	0	0	0	0	0	0	0	0	0	0
SA11: Historic Environment	-?	0	0	0	0	0	0	0	0	0	0
SA12: Natural Resources	-?	0	0	0	0	0	0	0	0	0	0
SA13: Water Resources	0	0	0	0	0	0	0	0	0	0	0
SA14: Flood Risk	-?	0	0	0	0	0	0	0	0	0	0

**6.48** Under the Standard Methodology, Winchester District's housing requirement is 664 dwellings per annum (12,500 total) over the current Local Plan period. The uncertainty around the Government's potential changes to the Standard Methodology means that the Council proposes a higher housing requirement (13,750 total) under option 4.1: Housing quantum than under the Standard Methodology to allow some flexibility. Providing a higher housing quantum than the Standard Methodology in Winchester has the potential to meet a greater variety of housing needs in the District. In particular, it has been highlighted that housing affordability is a key issue in Winchester and therefore the higher total housing quantum may allow for a higher number of affordable homes to be delivered (without increasing the % affordable homes requirement), as well as helping to reduce the average price of all new homes in the District by increasing supply. As such, a significant positive effect is expected for option 4.1 in relation to SA objective 6: **Housing**. Significant positive effects are also expected for options 4.7a and 4.7b: Specialised Housing because provision would be made for people who require specialist types of housing, such as the elderly or travellers. A minor positive effect is expected for option 4.6: Student accommodation / Houses in Multiple Occupation in relation to SA objective 6: **Housing** as there is potential for student accommodation needs to be met in appropriate locations.

**6.49** Option 4.1: Housing quantum also has the potential to result in minor negative effects in relation to SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**; a higher overall housing target than required under the Standard Methodology is likely to result in increased carbon emissions during the construction stage and potentially increased carbon emissions once operational through greater non-renewable energy and private car use in new developments. Furthermore, there is potential for strategic locations for housing development to result in increased congestion on key routes and therefore decreased air quality. The same considerations also apply to option 4.6: Student accommodation / Houses in Multiple Occupation, but these issues may be more specific to Winchester Town where purpose built student accommodation is likely to be directed. In all cases, the effects are uncertain as the spatial distribution for development is not yet confirmed. It is likely that requiring developers to provide a 'digital information pack' on how occupiers might make their homes more energy efficient and how and where they can access sustainable forms of transport would help to limit carbon emissions from domestic sources and travel. Therefore, significant positive effects are expected for option 4.9 in relation to SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**. Improving access to sustainable modes of transport may help to improve the accessibility of services and facilities and jobs opportunities for some residents, particularly those who do not own a car. Minor positive effects are therefore expected for this option in relation to SA objective 7: **Access to services, facilities and jobs**.

**6.50** Option 4.4 is likely to help promote community cohesion by delivering housing of a size which has been established as meeting local needs. Option 4.8a is also likely to help address this issue through the delivery of self or custom build homes as part of larger development sites, instead of delivering separate sites to accommodate housing of this type, therefore minor positive effects are expected for options 4.4 and 4.8a in relation to SA objective 5: **Community cohesion and safety**. Option 4.6 is expected to have a minor positive effect against this objective because controlling new student accommodation more within existing residential neighbourhoods across Winchester District is expected to have beneficial effects on community cohesion through the delivery of mixed and balanced communities. Option 4.7b is also expected to have a minor positive effect in relation to SA objective 5 because providing specialist housing as part of large housing allocation sites instead of on separate sites will encourage mixing between different groups of people, in addition to providing specialist housing for the elderly and more vulnerable people. Option 4.7a, on the other hand, is expected to have a mixed minor positive and minor negative effect in relation to this objective because specialised housing would still be provided but encouraging specialist housing development on separate sites could prevent different groups of people from mixing. As options 4.10a, 4.10b and 4.10c would all support the delivery of affordable homes to help address deprivation in the plan area, positive effects are expected for each option in relation to SA objective 5. The minor positive effect expected for option 4.10b is likely to be combined with a minor negative effect given that it would result in differing affordable housing percentage targets for different parts of the District and could mean some areas do not accommodate a proportionate level of housing of this type. The positive effect expected for option 4.10c is likely to be significant considering that this option may prioritise the delivery of different types of affordable housing that best meet the needs of the community. Option 4.7b is expected to have a minor positive but uncertain effect in relation to SA objective 4: **Health and wellbeing** because having a number of people concentrated in one place rather than across separate sites, has the potential to increase the number of social interactions between people, with beneficial effects on people's mental health and wellbeing. This is especially the case if areas of open space are present within an area, such as in large housing allocations where supporting infrastructure is more likely to be provided. Option 4.7a on the other hand, is expected to have a minor negative but uncertain effect against this objective because providing specialist housing across multiple separate sites is likely to reduce interactions between people, particularly if the allocations are smaller and there are subsequently no open spaces.

**6.51** Options 4.4, 4.8a, 4.8b, 4.10a, 4.10b and 4.10c are also expected to have a minor positive effect in relation to SA objective 6: **Housing**. These options would help to meet the housing needs of specific groups in the plan area through the allocation of land for their use. The positive effect expected for option 4.10b is combined with a minor negative effect given that this option would result in a reduced number of or no affordable homes being provided at schemes in certain parts of the District. As option 4.10a is less considerate of the viability of housing schemes where affordable homes are to be delivered and could therefore result in slower delivery rates being achieved in the plan area or some schemes becoming unviable a minor negative effect is also expected in combination for this option. The overall effect is uncertain given that the delivery of new homes in the plan area will be dependent upon the decisions of developers which is unknown at this time.

**6.52** Meeting the housing needs of Winchester District is likely to require significant greenfield land take in addition to brownfield sites. As such, a minor negative effect is considered likely for option 4.1: Housing quantum in relation to SA objective 12: **Natural resources** due to the potential for loss of high-quality agricultural land. A minor negative effect is also likely in relation to SA objective 10: **Landscape and character** for option 4.1 as the delivery of strategic scale housing sites has the potential to result in alteration to the intrinsic landscape character of areas within Winchester District. Furthermore, Winchester contains a high concentration of natural environment designations and heritage assets whose status and/or setting could be adversely impacted by housing development. A minor negative effect is therefore also expected in relation to SA objective 9: **Biodiversity and geodiversity** and SA objective 11: **Historic environment** for option 4.1. As well as the potential harm housing delivery can cause to sensitive environmental receptors, there is also potential for increased flood risk due to an overall increase in impermeable surfaces or development in locations where there is existing flood risk. Therefore, a minor negative effect is expected for option 4.1 in relation to SA objective 14: **Flood risk**. In all cases, the effects recorded are uncertain as the spatial distribution for housing development is not yet confirmed.

#### Equalities impact assessment findings for Topic 4: Homes for all

**6.53** Option 4.6 (Student Accommodation / Houses in Multiple Occupation) is expected to help meet the housing needs of students in the plan area. This is likely to help meet the needs of younger people in the plan area and therefore positive effects are identified in relation to **age** (including those between the ages of 16 to 21). Options 4.7a and 4.7b (Specialised Housing), 4.8a and 4.8b (Self Build / Custom Housing) as well as option 4.10c (Affordable Homes), could go some way to meeting the needs for specialist housing in the plan area, such as older people, people with disabilities and gypsies and travellers. Therefore, there is potential to strengthen the positive effects identified in relation to **age** (including those over 65) and for additional positive effects to result in relation to **disability** (including people with physical impairment, people with sensory impairment and people with long-term health problems) and **race** (including gypsies and travellers). However, these effects are mixed with negative effects because although Option 4.7a (Specialised Housing) promotes the delivery of specialised housing, it promotes the delivery of specialised housing across separate sites, which could prevent different groups of people from mixing and exacerbate problems associated with social discrimination.

**6.54** The provision of new affordable homes in the plan area is likely to help people with lower incomes. Options 4.10a and 4.10b would both help to address this issue to varying degrees. Option 4.10b could result in some areas accommodating lower levels of affordable housing but achieving faster delivery rates and ensuring that a larger number of schemes remain viable in these areas. Positive effects are expected for both options in relation to **people on low incomes**, although the positive effect expected for option 4.10b is likely to be combined with a negative effect.

**6.55** Older people and younger people can be more susceptible to poor air quality than other groups in the District. People with disabilities relating to cardiovascular and respiratory conditions and pregnant women are also particularly vulnerable to air pollution. Option 4.9 (Climate change measures in new homes) is likely to help promote travel by more sustainable modes thereby reducing reliance on travel by private vehicles powered by fossil fuels. Therefore, this option could result in the strengthening of the positive effects identified in relation to **age** (including those over 65, infants and young children) and **disability** (including those with long term health problems). Furthermore, additional positive effects could result in relation to **pregnancy and maternity**. Parts of Winchester Town (including parts of St Luke ward and St John and All Saints ward) are amongst the most deprived in the plan area. The more central parts of Winchester suffer from higher levels of congestion which can affect air quality. Positive effects are therefore also identified in relation to **people living in deprived areas/rural areas**. Further detail is provided in **Appendix B** of this report.

## Topic 5: Creating a vibrant economy

**6.56 Table 6.9** sets out the policy options listed in the Strategic Issues and Priorities document for Creating a vibrant economy topic that were subject to SA.

**Table 6.9: Creating a vibrant economy policy options and their treatment in the SA**

Policy subject	Policy option number	Options set out in the Strategic Options and Issues document	Treatment in the SA
Town Centres	5.1a	Continue to protect existing commercial function and character of centres to maintain vitality and viability of town centres; or	Appraised below
	5.1b	Allow town centres to diversify and respond to changes in the retail and leisure markets, by allowing a greater range of uses within them; or	Appraised below
	5.1c	Have different approaches to the allowed range of uses in defined areas of the larger centres such as Winchester Town.	Appraised below
Existing Employment Sites	5.2a	Retain existing employment sites in office and industrial use, or	Appraised below
	5.2b	Given the expected growth in other non-traditional employment uses, be more flexible to allow for alternative employment uses such as retail, hotels or leisure uses, or even residential uses in some situations	Appraised below
Rural Employment Sites	5.3a	In order to protect the countryside and to discourage widespread commuting the Local Plan could continue to only allow for limited expansion of existing businesses and generally no new employment buildings, or	Appraised below
	5.3b	A slight relaxation could allow for new buildings to be constructed in relation to existing businesses, or	Appraised below
	5.3c	Allow for new employment businesses in certain situations, such as in particular sustainable locations, on brownfield sites, or in villages to address local needs.	Appraised below
	5.3d	Be less restrictive allowing for larger employment developments in the rural and a wider range of uses?	Appraised below
Homeworking	5.4	Support homeworking by allowing for more workspace provision within residential curtilages and permitting additional workers to use such premises; provision of high quality services including broadband; and the development of local hubs for meeting areas, shared workspace areas, coffee shops and cafes etc.	Appraised below
Rural Tourism and Leisure	5.5a	Continue to only permit low key tourist accommodation on small scale sites within the rural area, or	Appraised below
	5.5b	Recognising the importance of tourism in the local economy, allow for a wider range of accommodation and tourism or leisure activities.	Appraised below
Vacant upper floors in town centres	5.6	Encourage and support the use of vacant upper floors in town centres above shops for other uses.	Appraised below
Employment space on larger residential schemes	5.7	Consider a requirement to include space for employment uses on larger residential schemes.	Appraised below
Commercial activities on industrial estates	5.8	The mix of commercial activities on industrial estates could be increased to support a more vibrant range of uses accessible to the local workforce and reduce the need to travel to use these services.	Appraised below

Policy subject	Policy option number	Options set out in the Strategic Options and Issues document	Treatment in the SA
Employment to meet local needs	5.9	Provide for more employment and workspaces in existing settlements to meet local needs.	Appraised below
Approach sustainable transport and specific employment needs	5.10	How can the local plan provide for new offices and workspace which are located in areas with sustainable transport links or where they reduce the need to travel to work and actively encourage development which supports the needs of enterprises and entrepreneurs of the future, particularly within the creative sectors including IT, Digital, Architecture etc.	Information gathering or opinion-seeking – not subject to SA.
Ensuring the District is attractive to the right type of investment	5.11	How can the local plan actively encourage businesses to promote opportunities for green growth and ensure that the city, market towns and rural communities across our district are attractive to visitors and are competitive by driving economic development within market towns and rural locations.	Information gathering or opinion-seeking – not subject to SA.
Economic development	5.12	Are there any other types of economic development that should be considered?	Information gathering or opinion-seeking – not subject to SA.

**6.57** The likely sustainability effects of the policy options suggested above are set out in **Table 6.10** and described below the table.

Table 6.10: SA results for creating a vibrant economy policy options

SA objective	5.1a Town Centres	5.1b Town Centres	5.1c Town Centres	5.2a Existing Employment Sites	5.2b Existing Employment Sites	5.3a Rural Employment Sites	5.3b Rural Employment Sites	5.3c Rural Employment Sites	5.3d Rural Employment Sites	5.4 Homeworking	5.5a Rural Tourism and Leisure	5.5b Rural Tourism and Leisure	5.6 Vacant upper floors in town centres	5.7 Employment on larger residential schemes	5.8 Commercial activities on industrial estates	5.9 Employment to meet local needs
SA1: Climate Change Mitigation	0	0	0	0	0	0	0	0	0	0	0	-	0	0	0	0
SA2: Transport and Air Quality	+	?	?	0	0	+	0	-	-	++	0	-	+	+	+	+
SA3: Climate Change Adaptation	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SA4: Health and Wellbeing	0	0	0	0	0	0	0	0	0	+	0	0	0	0	0	0
SA5: Community Cohesion and Safety	0	0	0	0	0	0	0	0	0	+	0	0	0	+	0	+
SA6: Housing	0	0	0	0	0	0	0	0	0	0	0	0	+	0	0	0
SA7: Access to Services, Facilities and Jobs	+	?	?	+	?	+	0	+/-	+/-	++	0	0	+	+	+	+
SA8: Sustainable Economic Growth	+	+/-	+/-	+	?	-	0	+	++	+	+	++	+/-	+	++/-?	++
SA9: Biodiversity and Geodiversity	0	0	0	0	0	+	-?	--?	--?	0	+	-	0	0	0	0
SA10: Landscapes and Character	0	0	0	0	0	+	-?	--?	--?	-	+	-	0	0	0	0
SA11: Historic Environment	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SA12: Natural Resources	0	0	0	0	0	+	-?	--?	--?	+	+	-	+	0	0	0
SA13: Water Resources	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SA14: Flood Risk	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

**6.58** Options included in the Strategic Issues and Priorities document set out suggestions for policies that would help Winchester to steer its economy to become more vibrant and fit for the future. The options listed acknowledge the uncertainty brought by Covid-19 and even though it is difficult to foresee what the medium to long term effects of the pandemic will be, there is growing evidence indicating that many companies may change their business models to enable more homeworking. Such change may have a dramatic impact on the estate and transport sectors as businesses may require smaller or even shared office spaces and less people may commute to work daily or during peak hours.

**6.59** Three different options were suggested for Town Centres. Continued protection of existing commercial function and character of centres to maintain their vitality and viability is important to protecting the local economy, especially for businesses that cannot move their operations online. Options 5.1a is therefore expected to have minor positive effects in relation to SA objective 8: **Sustainable economic growth**. Options 5.1b and 5.1c would widen the allowed range of uses in all town centres or in defined areas of larger centres such as Winchester Town; this could result in conversion of some economic uses to residential or cultural uses with minor negative economic effects but could also provide indirect, minor positive to the remaining economic uses by maintaining footfall in the face of changing consumer behaviour. By facilitating accessibility of town centre uses. Option 5.1a Town Centres is expected to have minor positive effects for SA objective 2: **Transport and air quality** and SA objective 7: **Access to services, facilities and jobs**. The changes to other uses under options 5.1b and 5.1c are judged to have more uncertain effects in relation to these two SA objectives.

**6.60** Option 5.2a Existing employment sites suggests retaining existing employment sites in office and industrial use and it is expected to have minor positive effects for SA objective 7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**. Option 5.2b Existing employment sites, would instead allow for more flexibility to take advantage of the expected growth in non-traditional employment uses that include retail, hotels, leisure and even residential. As such, option 5.2b is expected to have more uncertain effects in relation to these SA objectives.

**6.61** Option 5.3a Rural employment sites suggests continuation of limited expansion of existing businesses in rural areas and general resistance to new developments to protect the countryside and discourage widespread commuting; option 5.3b would allow for slight relaxation to allow existing businesses to expand their premises; option 5.3c would allow for new employment developments in specified situations such as in sustainable locations or on brownfield sites; whilst option 5.3d would be less restrictive allowing for larger employment developments and a wider range of uses. By limiting new rural development, option 5.3a is expected to have minor positive effects for the natural environment in relation to SA objective 9: **Biodiversity and geodiversity**, SA objective 10: **Landscape and character** and SA objective 12: **Natural resources**. Option 5.3b has the potential for minor negative effects, whilst options 5.3c and 5.3d have the potential for significant negative effects on these objectives, although these effects are uncertain as they would depend on the particular location, scale and design of rural economic development that was permitted. Option 5.3d is the least restrictive of all options when it comes to employment development in rural areas. Therefore, a significant positive effect is expected in relation to SA objective 8: **sustainable economic development**. Option 5.3c permits rural economic development and is therefore judged to have a minor positive effect in relation to SA objective 8, while restricting rural economic development (option 5.3a) is judged to have potential minor negative effects. Option 5.3a is expected to have minor positive effects for SA objective 2: **Transport and air quality** while options 5.3c and 5.3d are expected to have minor negative effects because the employment in rural locations permitted under these options is less likely to be accessible by sustainable modes for any but very local employees who may walk or cycle to work. Option 5.3a is expected to have minor positive effects in relation to SA objective 7: **Access to services, facilities and jobs** for the same reason; effects under options 5.3c and 5.3d are expected to be mixed as although the average employee may have to travel further to access rural jobs than those in central locations, rural residents will have an opportunity to find employment closer to where they live.

**6.62** It is still unclear how Covid-19 will shape the future of office based working, however there is a growing body of evidence that many businesses may become more focussed on homeworking or flexible working. Option 5.4 Homeworking responds to this and is expected to have significant positive effects for SA objective 2: **Transport and air quality** and SA objective 7: **Access to services, facilities and jobs** as less people will have to commute every day. However, to the extent that employment needs are met through the development of local hubs in rural settlements, this could have minor negative effects on in relation to SA objective 10: Landscape and character, although this is uncertain depending on the particular location and design of development, and whether existing buildings could be used.

**6.63** Both options for Rural tourism and leisure are expected to have positive effects for SA objective 8: **Sustainable economic growth**, although by allowing a wider range of tourism and leisure development under option 5.5b, the effects are expected to be significant rather than minor. Restricting rural tourism and leisure development under option 5.5a is expected to have minor



positive effects on the natural environment while a more permissive approach under option 5.5b is expected to have minor negative effects (SA objective 9: **Biodiversity and geodiversity**, SA objective 10: **Landscape and character** and SA objective 12: **Natural resources**). It is also likely that supporting a wider range of tourism and leisure developments at rural locations could have adverse impacts in terms of the number of journeys being made in the District, as well as the resultant carbon emissions and air pollution. Therefore, minor negative effects are also expected for option 5.5b in relation to SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**.

**6.64** Option 5.6: Vacant upper floors in town centres could have minor positive effects for SA objective 2: **Transport and air quality**, SA objective 6 **Housing and SA objective** and SA objective 7: **Access to services, facilities and jobs**. The use of vacant upper floors in town centres above shops could include new housing. This approach would place residents in areas where they would have good access to services and facilities and jobs and could reduce the need to travel. This could also be benefits in terms of supporting the viability of town centre locations, however, the opportunity for potential employment uses at these locations which might otherwise come forward may be lost and therefore mixed minor positive and minor negative effects are expected for SA objective 8: **Sustainable economic growth**. This option would help to encourage more efficient land use in the plan area and therefore minor positive effects are also expected for SA objective 12: **Natural resources**.

**6.65** Allowing for small scale employment on larger residential schemes would provide small scale employment opportunities close to where people live, benefitting the local economy and reducing the need for some residents to have to commute long distances. Therefore minor positive effects are expected for option 5.7: Employment on larger residential schemes in relation to SA objective 2: **Transport and air quality**, SA objective 7: **Access to services, facilities and jobs**, and SA objective 8: **Sustainable economic growth**. It could also help to address deprivation in the locality and therefore minor positive effects are also expected for SA objective 5: **Community cohesion and safety**.

**6.66** Allowing for a wider range of commercial uses to be permitted on industrial estates is likely to help sites to respond more favourably to changing economic circumstances and maintain the viability of the site. Longer term loss of employment land to other uses and the provision of uses at sites at out of centre locations could have impacts on the viability of Winchester Town Centre and this might adversely affect the wider economy of the plan area. Therefore, mixed uncertain significant positive and minor negative effects are expected for option 5.8: Commercial activities on industrial estates in relation to SA objective 8: **Sustainable economic growth**. It is likely that this approach could provide employees at these sites with immediate access to a wider range of uses, thereby increasing the potential for combined trips for employees already travelling to these locations for work. Net benefits are expected in relation to limiting the need to travel, air pollutants and carbon emissions. Therefore, minor positive effects are expected for SA objective 2: **Transport and air quality** and SA objective 7: **Access to services, facilities and jobs**.

**6.67** Allowing for additional employment and workspaces to meet local needs in existing settlements is likely to improve access to local employment opportunities and the reduce level of out commuting from the plan area. The delivery of new employment opportunities in close proximity to areas of high population in the plan area is also likely to help issues of local deprivation. Therefore, minor positive effects are expected for option 5.9: Employment to meet local needs in relation to SA objective 2: **Transport and air quality**, SA objective 5: **Community cohesion and safety** and SA objective 7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**.

#### Equalities impact assessment findings for Topic 5: Creating a vibrant economy

**6.68** Many of the options relating to Topic 5 are likely to improve access to jobs for a high number of residents thereby addressing unemployment in the plan area. Increasing the proportion of residents in employment in the plan area is likely to help reduce the need for some to claim benefits and help address deprivation in the plan area. The issues are likely to be positively addressed by ensuring the viability of town centres (options 5.1a, 5.1b and 5.1c (Town Centres)) and protecting existing employment sites (options 5.2a and 5.2b (Existing Employment Sites)).

**6.69** The employment needs of a wider section of the District's population are likely to be met by ensuring appropriate levels of rural employment growth which would meet local needs as supported by options 5.3a, 5.3b, 5.3c and 5.3d (Rural Employment Sites), options 5.5a and 5.5b (Rural Tourism and Leisure) and option 5.9 (Employment to meet local needs)). Supporting home working (option 5.4) is likely to help encourage entrepreneurship and should provide greater flexibility for residents in employment which may also have benefits in terms of health and wellbeing. Positive effects are therefore identified in relation to **people on low incomes, people on benefits, unemployed people, and people living in deprived area/ rural areas**. The improved level of flexibility which home working may provide residents may also benefit **young and adult carers**.

**6.70** Supporting the vitality and viability of the town centres in the plan area also could help to promote informal interactions between residents and support community cohesion. Benefits are therefore likely in terms of supporting social tolerance in the plan area and positive effects are expected in relation to **gender reassignment, race and sexual orientation**. Additional benefits are likely to result from options which could limit air pollution as development is occupied in the plan area. Encouraging home working (option 5.4) could have particularly positive effects in relation to **age** (including those over 65, infants and young children), **disability** (including those with long term health problems) and **pregnancy and maternity** considering these groups higher susceptibility to poor air quality. Parts of Winchester Town (including parts of St Luke ward and St John and All Saints ward) are amongst the most deprived in the plan area. The more central parts of Winchester suffer from higher levels of congestion which can affect air quality. Those options which could help to limit increases in air pollution are likely to help strengthen the positive effects already identified in relation to **people living in deprived areas/rural areas**. Further detail is provided in **Appendix B** of this report.

## Topic 6: Promoting sustainable transport

**6.71 Table 6.11** sets out the policy options listed in the Strategic Issues and Priorities document for Promoting sustainable transport topic that were subject to SA.

**Table 6.11: Promoting sustainable transport policy options and their treatment in the SA**

Policy subject	Policy option number	Options set out in the Strategic Options and Issues document	Treatment in the SA
Modal Shift	6.1	How can the Local Plan be used in a positive way to promote and link together the ability for people to access travel modes that are more sustainable (e.g. walking, cycling and public transport) as part of the growth strategy rather than simply providing more road space?	Information gathering or opinion-seeking – not subject to SA.
Self-containment	6.2	How can the Local Plan ensure that any new development is designed in a way that reduces the need and the distance to travel particularly by road and new sites are linked together with surrounding facilities and employment?	Information gathering or opinion-seeking – not subject to SA.
Parking Standards	6.3	Should the Local Plan reduce car parking standards in places where they are served by more sustainable forms of transport?	Appraised below
Park and Ride	6.4	Should the Local Plan identify and allocate land for new Park & Ride sites with car charging points to enable people to complete at least part of their journey by more sustainable means?	Appraised below
Central Car Parks	6.5	Should the some of the Winchester town centre car parks be redeveloped to other uses?	Appraised below
Active Travel Infrastructure	6.6	How can the Local Plan be used to support the provision of more cycle lanes and better walking routes?	Information gathering or opinion-seeking – not subject to SA.
Travel Plans	6.7	Should the Local Plan include more detail on what should be included in Travel Plans and how these will be monitored and enforced?	Appraised below
Cycle Parking	6.8	Should the provision of secure, under cover public cycle parking be made a requirement of new development?	Appraised below
Out of Centre Car Parks	6.9	Can the Local Plan help in making long term out of centre car parking financially preferable to parking in the built up areas?	Information gathering or opinion-seeking – not subject to SA.
Accessible Locations	6.10	How can the new development allocations in the Local Plan be located to reduce the need to travel?	Information gathering or opinion-seeking – not subject to SA.
EV Charging	6.11	Require the use of new technologies e.g. electric vehicle charging points in new developments.	Appraised below

Policy subject	Policy option number	Options set out in the Strategic Options and Issues document	Treatment in the SA
Broadband Availability	6.12	Should new homes be located where there is high speed broadband to enable home working?	Appraised below
Bike storage facilities	6.13	Should developers be required to provide a safe and easily accessible bike storage facilities that really encourages people to use their bikes rather than car?	Appraised below
Sustainable transport	6.14	Are the current Local Plan policies for promotion of sustainable and active forms of transport ambitious enough?	Information gathering or opinion-seeking – not subject to SA.
Sustainable transport	6.15	Should the plan include policy to support the concentration of development in locations which already have cycling, walking and public transport opportunities?	Appraised below

**6.72** The likely sustainability effects of the policy options suggested above are set out in **Table 6.12** and described below the table.

**Table 6.12: SA results for promoting sustainable transport policy options**

SA objective	6.3 Parking Standards	6.4 Park and Ride	6.5 Central Car Parks	6.7 Travel Plans	6.8 Cycle Parking	6.11 EV Charging	6.12 Broadband Availability	6.13 Bike storage facilities	6.15 Sustainable transport
SA1: Climate Change Mitigation	++	+	+	+	++	++	++	++	++
SA2: Transport and Air Quality	++	++	++	+	++	++	++	++	++
SA3: Climate Change Adaptation	0	0	0	0	0	0	0	0	0
SA4: Health and Wellbeing	+	+	+	+	+	0	0	+	+
SA5: Community Cohesion and Safety	0	0	0	0	0	0	0	0	0
SA6: Housing	0	0	0	0	0	0	0	0	0
SA7: Access to Services, Facilities and Jobs	+/-	+	-	+	+	+	++	+	+
SA8: Sustainable Economic Growth	+/-	+	-	0	0	0	0	0	+
SA9: Biodiversity and Geodiversity	0	0	0	0	0	0	0	0	0
SA10: Landscapes and Character	0	0	0	0	0	0	0	0	0
SA11: Historic Environment	0	0	0	0	0	0	0	0	0
SA12: Natural Resources	0	-	0	0	0	0	0	0	0
SA13: Water Resources	0	0	0	0	0	0	0	0	0
SA14: Flood Risk	0	0	0	0	0	0	0	0	0

**6.73** Options included in the SIP document set out suggestions for policies that would encourage higher uptake of more sustainable transport modes and generally help to decarbonize the transport sector. Considering that some road infrastructure is currently at operating capacity, it is important to reduce the numbers of private cars on the roads. Reducing of the number of private car trips can help to reduce carbon emissions, improve air quality, reduce traffic noise, and also indirectly increase health and wellbeing by encouraging use of active transport modes. Parking provisions play a significant role in tackling of private car

use especially in city and town centres; however such policies cannot be introduced in isolation. In order to achieve higher levels of public transport or active travel uptake, there needs to be adequate alternative infrastructure in place, such as frequent, reliable and affordable buses, plus safe and attractive footpaths and cycle paths for shorter journeys. These paths should connect the District and offer shortcuts for cyclists and pedestrians. Cycling paths should be well-lit all year round, high quality bicycle parking infrastructure should be strategically located, and efforts should put into raising awareness of drivers to provide safer conditions for cycling. Covid-19 has impacted the uptake of sustainable transport modes as many people feel safer commuting by car, potentially putting a greater emphasis on supporting active travel, especially for shorter journeys, if private car use is to be reduced.

**6.74** By discouraging private car use where sustainable modes are available, option 6.3 Parking standards is expected to have significant positive effects on SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**. However, to be successful in achieving such behavioural change, reduced car parking should be implemented along with further improving the accessibility, reliability, safety, and affordability of alternative transport links (e.g. public transport, active travel). Minor positive effects are expected for SA objective 4: **Health and wellbeing** and mixed minor positive and minor negative effects are expected for SA objective 7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**. Since use of a private vehicle is always likely to be the most convenient mode for certain journeys, it may also be appropriate to reallocate some existing general use parking spaces to electric, car club vehicles.

**6.75** Park & Ride provides a potential solution for commuters travelling from rural locations where viable provision of a high quality public transport service can be difficult. Option 6.4 Park & Ride is expected to deliver significant positive effects for SA objective 2: **Transport and air quality** as this option can lead to improvements in air quality in congestion hotspots, as well as wider air quality and carbon emissions benefits when it also provides electric vehicle charging for parked cars. Minor positive effects are expected for SA objective 1: **Climate change mitigation**, SA objective 4: **Health and wellbeing**, SA objective 7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**. Minor negative effects are expected for option 6.4 for SA objective 12: **Natural resources**, as the delivery of new park and ride sites will require development of large, potentially greenfield sites.

**6.76** Redevelopment of existing Winchester town centre car parks under option 6.5 would offer many of the same benefits as option 6.4 Park and ride. In addition, it is likely to improve the townscape/public realm with significant positive effects on SA objective 10: **Landscape and character**. Other effects would depend on the new use to which the former car park is put but given the town centre locations, negative effects from redevelopment on the natural environment are unlikely. Without parallel improvements in public transport services and active travel infrastructure, there is the potential for negative effects in relation to access to employment, retail services, and other town centre services and facilities with minor negative effects recognised in relation to SA objectives 7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**.

**6.77** Travel plans help to ensure provision of sustainable and active travel connections at the planning stage of the development, making it more likely that changes in travel behaviour from private car to public transport or active modes will be achieved. Having more specific rules on what the plans should include and how they will be monitored can ensure that a minimum level of provision has been considered for every development and that plans follow good practice. Option 6.7 Travel plans is therefore expected to deliver minor positive effects for SA objectives 1: **Climate change mitigation**, SA objective 2: **Transport and air quality**, SA objective 4: **Health and wellbeing** and SA objective 7: **Access to services, facilities and jobs**.

**6.78** Having access to cycle parking that is accessible and safe can encourage more people to cycle. By requiring this in all new development, option 6.8 Cycle parking is expected to deliver significant positive effects for SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**. Minor positive effects for this option are expected for SA objective 4: **Health and wellbeing** and SA objective 7: **Access to service, facilities and jobs**.

**6.79** Option 6.11 EV charging is likely to have significant positive effects for SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**, because requiring provision of new technologies such as infrastructure for EV vehicles will support more people to switch, with resulting reductions in air pollution and carbon emissions. Minor positive effects for this option are expected for SA objective 7: **Access to services, facilities and jobs**.

**6.80** Fast and stable broadband is essential when considering homeworking. By focussing new homes where it is possible to provide high speed broadband, option 6.12 Broadband availability is expected to reduce the need to commute to work. Significant positive effects are expected for SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality** and SA objective 7: **Access to services, facilities and jobs**, because there will be less people commuting to work and more jobs will be accessible from anywhere with internet access.

**6.81** Through option 6.13 residents would benefit from safe and easily accessible cycle storage facilities with the aim of encouraging people to use bicycles rather than the car. This is likely to help limit carbon emissions and other pollutants associated with travel in the plan area and therefore significant positive effects are expected in relation to SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**. Increasing the potential for residents to make use of bicycles is also likely to have benefits relating to public health and improve the accessibility of some services and facilities for residents who do not have a car. Minor positive effects are therefore expected for this option in relation to SA objective 4: **Health and wellbeing** and SA objective 7: **Access to service, facilities and jobs**.

**6.82** Option 6.15 would support the concentration of development in locations which already have walking, cycling and public transport opportunities. Therefore, significant positive effects are expected in relation to SA objective 1: **Climate change mitigation** and SA objective 2: **Transport and air quality**. This is because people would be encouraged to use more active and sustainable transport modes, which would help minimise air pollution, in addition to greenhouse gas emissions associated with car use. Minor positive effects are expected in relation to SA objective 4: **Health and wellbeing**, SA objective 7: **Access to services, facilities and jobs** and SA objective 8: **Sustainable economic growth**, because use of more active transport modes will increase physical exercise, with beneficial effects on people's health and wellbeing. Concentrating development in locations which have easy access to local services and facilities via sustainable transport modes is also expected to have positive effects on the economy.

**6.83** Although not mentioned in the emerging policy options under the Promoting sustainable transport topic, another means of reducing the number of vehicle movements and associated issues of traffic congestion, air quality and carbon emissions may be for the Local Plan to support development of consolidation hubs for local delivery of goods to residents in urban centres. These can reduce the volume of 'last mile' vehicle movements and make it easier to encourage use of zero emission vehicles for the last part of goods deliveries.

#### Equalities impact assessment findings for Topic 6: Promoting sustainable transport

**6.84** Older people and younger people can be the more susceptible to poor air quality than other groups in the District. People with disabilities relating to cardiovascular and respiratory conditions and pregnant women are also particularly vulnerable to air pollution.

**6.85** Many of the options relating to 'Topic 6: Promoting sustainable transport' are expected to help reduce the need to travel by private vehicle powered by fossil fuels. This includes consideration for new park and ride facilities (option 6.4 (Park and Ride)) and including further detail in Travel Plans (option 6.7 (Travel Plans)) as well as support for development in locations well served by existing walking, cycling and public transport (option 6.15 (Sustainable transport)). Additionally, there is support for cycle parking and storage (option 6.8 (Cycle Parking) and option 6.13 (Bike storage facilities)), in addition to electric vehicle charging points (option 6.11 (EV Charging)). Therefore, positive effects are identified in relation to **age** (including those over 65, infants and young children), **disability** (including those with long term health problems), **pregnancy and maternity, people on low incomes, people on benefits and unemployed people**.

**6.86** Parts of Winchester Town (including parts of St Luke ward and St John and All Saints ward) are amongst the most deprived in the plan area. The more central parts of Winchester suffer from higher levels of congestion which can affect air quality. Positive effects are therefore also identified in relation to **people living in deprived areas/rural areas**.

**6.87** It is however noted that Options 6.3 and 6.5 (Parking Standards and Central Car Parks) could result in loss of car parking in the plan area in certain circumstances. This could make parts of the District less accessible, particularly for older people and people with mobility issues. Therefore, the positive effects identified in relation to age (including those over 65) and disability (including people with physical impairments and people with long term health problems) are likely to be combined with negative effects. Further detail is provided in **Appendix B** of this report.

### Topic 7: Low carbon infrastructure and local plan viability

**6.88 Table 6.13** sets out the policy options listed in the Strategic Issues and Priorities document for the Low carbon infrastructure and local plan viability topic that were subject to SA.

**Table 6.13: Low carbon infrastructure and local plan viability policy options and their treatment in the SA**

Policy subject	Policy option number	Options set out in the Strategic Options and Issues document	Treatment in the SA
Renewable energy Generation	7.1	How can the Local Plan be used to support proposals for renewable energy and low carbon energy infrastructure?	Information gathering or opinion-seeking – not subject to SA .
'Call for sites' for renewable energy generation	7.2	The Council could undertake a 'Call for sites' for renewable energy.	Appraised below
Battery Storage	7.3	How far should the Local Plan go to support proposals for domestic battery storage facilities to be built in tandem with low carbon energy infrastructure?	Information gathering or opinion-seeking – not subject to SA .
Infrastructure requirements	7.4	Are there any the key infrastructure issues that the Local Plan needs to aware of?	Information gathering or opinion-seeking – not subject to IIA.
Carbon neutrality	7.5	What indicators in the Local Plan should be used to monitor carbon neutrality?	Information gathering or opinion-seeking – not subject to IIA.
Low carbon infrastructure	7.6	Are there any other options available to the council to address low carbon energy or other infrastructure?	Information gathering or opinion-seeking – not subject to IIA.
Monitoring framework	7.7	Do you have any suggestions or any good examples of a successful monitoring framework?	Information gathering or opinion-seeking – not subject to IIA.

**6.89** The likely sustainability effects of the policy options suggested above are set out in **Table 6.14** and described below the table.

**Table 6.14: SA results for low carbon infrastructure and local plan viability policy options**

SA objective	7.2 'Call for sites' for renewable energy generation
SA1: Climate Change Mitigation	++
SA2: Transport and Air Quality	+
SA3: Climate Change Adaptation	0
SA4: Health and Wellbeing	+
SA5: Community Cohesion and Safety	0
SA6: Housing	0
SA7: Access to Services, Facilities and Jobs	0
SA8: Sustainable Economic Growth	+
SA9: Biodiversity and Geodiversity	-?
SA10: Landscapes and Character	-?
SA11: Historic Environment	-?
SA12: Natural Resources	0

SA objective	7.2 'Call for sites' for renewable energy generation
SA13: Water Resources	0
SA14: Flood Risk	0

**6.90** Option 7.2: 'Call for sites' for renewable energy generation is likely to have significant positive effects against SA objective 1: **Climate change mitigation**. A 'call for sites' for renewable energy generation is likely to support renewable energy generation in the District and thereby reduce the District's greenhouse gas emissions and energy use from fossil fuels and transition to cleaner forms of energy. Minor positive effects are expected for SA objective 2: **Transport and Air Quality**, SA objective 4: **Health and wellbeing** and SA objective 8: **Sustainable economic growth** as increased renewable energy generation will have positive implications for air quality, health of the local community and the creation of additional job opportunities. However, minor negative effects with uncertainty are also expected for SA objective 9: **Biodiversity and geodiversity**, SA objective 10: **Landscape and character** and SA objective 11: **Historic environment** as the development of renewable energy infrastructure could result in adverse effects to the local landscape, wildlife and their habitats and heritage assets depending on the exact location of development.

#### Equalities impact assessment findings for Topic 7: Low carbon infrastructure and local plan viability

**6.91** The options relating to Topic 7 do not include any direct or indirect references to any of the protected characteristics against which they have been assessed. Negligible effects have therefore been recorded for all protected characteristics.

### Topic 8: Delivery and success of the local plan

**6.92** **Table 6.15** sets out the policy options listed in the Strategic Issues and Priorities document for the Delivery and success of the local plan topic that were subject to SA.

**Table 6.15: Delivery and success of the local plan policy options and their treatment in the SA**

Policy subject	Policy option number	Options set out in the Strategic Options and Issues document	Treatment in the SA
Proportionality	8.1	How many 'indicators' and 'triggers' should be used in the Local Plan in order to ensure that it is proportionate to the task in hand?	Information gathering or opinion-seeking – not subject to SA. As the Local Plan's monitoring framework is developed, we will take it into account in drawing up the SA monitoring framework
Targeted Information	8.2	How far should the monitoring framework go in order to ensure that we are collecting the right monitoring information and we are not just collecting monitoring information that will never be used?	As above
Linkage to Local Plan	8.3	How can we make a greater connection between the Local Plan policies and the monitoring framework?	As above
Data Accessibility	8.4	How can we improve the accessibility of the monitoring data?	As above

**6.93** None of the options in **Table 6.15** were subject to SA or assessment through the EqIA. Therefore, no sustainability effects or effects relating to the EqIA are presented.

### Topic 9: Living well

**6.94** **Table 6.16** sets out the policy options listed in the Strategic Issues and Priorities document for the Living well topic that were subject to SA.

**Table 6.16: Living well policy options and their treatment in the SA**

Policy subject	Policy option number	Options set out in the Strategic Options and Issues document	Treatment in the SA
'15 minute neighbourhoods'	9.1	Should the plan set out to create 15 minute neighbourhoods in term of the accessibility of services and facilities?	Appraised below
Open space	9.2	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?	Information gathering or opinion-seeking – not subject to SA.
Reducing social isolation	9.3	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?	Information gathering or opinion-seeking – not subject to SA. As above
Provision of pitch types	9.4	Should the plan require the future provision for some pitch types within future strategic sites to meet demand?	Appraised below

**6.95** The likely sustainability effects of the policy options suggested above are set out in **Table 6.17** and described below the table.

**Table 6.17: SA results for living well policy options**

SA objective	9.1 '15 minute neighbourhoods'	9.4 Provision of pitch types
SA1: Climate Change Mitigation	++	0
SA2: Transport and Air Quality	++	0
SA3: Climate Change Adaptation	0	0
SA4: Health and Wellbeing	+	++
SA5: Community Cohesion and Safety	+	+
SA6: Housing	0	0
SA7: Access to Services, Facilities and Jobs	++	+
SA8: Sustainable Economic Growth	+	0
SA9: Biodiversity and Geodiversity	0	0
SA10: Landscapes and Character	0	0
SA11: Historic Environment	0	0
SA12: Natural Resources	0	0
SA13: Water Resources	0	0
SA14: Flood Risk	0	0

**6.96** Option 9.1 would support the development of 15 minute neighbourhoods, where residents' needs for local shops and community facilities can be met within 15 minutes of home by foot, bike or public transport. Therefore, significant positive effects are expected in relation to SA objective 1: **Climate change mitigation**, SA objective 2: **Transport and air quality** and SA objective 7: **Access to services, facilities and jobs**. This is because 15 minute neighbourhoods encourage walking and cycling, in addition to public transport use, which reduces reliance on the private car and associated greenhouse gas emissions,



whilst also minimising air pollution. Minor positive effects are likely against SA objective 4: **Health and wellbeing**, SA objective 5: **Community cohesion and safety** and SA objective 8: **Sustainable economic growth**, because walking and cycling is expected to have beneficial effects on people's health and wellbeing, with 15 minute neighbourhoods expected to encourage high levels of pedestrian activity and outdoor interaction. Having residents located within such close proximity to services and facilities is expected to have direct positive effects on the local economy.

**6.97** Option 9.4 would require the future provision of some pitch types within future strategic development sites, to meet demand. The provision of pitches is likely to result in a significant positive effect against SA objective 4: **Health and wellbeing** and a minor positive effect in relation to SA objective 7: **Access to services, facilities and jobs**, because it would ensure residents had access to a playing pitch, the use of which would have beneficial effects on their health and wellbeing. A minor positive effect is also expected in relation to SA objective 5: **Community cohesion** because playing pitch provision would encourage more outdoor play and interaction between residents.

#### Equalities impact assessment findings for Topic 9: Living well

**6.98** Older people and younger people can be more susceptible to poor air quality than other groups in the District. People with disabilities relating to cardiovascular and respiratory conditions and pregnant women are also particularly vulnerable to air pollution. Option 9.1 promotes active travel, reducing reliance on travel by private vehicles powered by fossil fuels and related air pollution.

**6.99** Therefore, positive effects are identified for Topic 9 in relation to **age** (including those over 65, infants and young children), **disability** (including those with long term health problems) and **pregnancy and maternity**. Parts of Winchester Town (including parts of St Luke ward and St John and All Saints ward) are amongst the most deprived in the plan area. The more central parts of Winchester suffer from higher levels of congestion which can affect air quality. Positive effects are therefore also identified in relation to **people living in deprived areas/rural areas**.

**6.100** Community cohesion may be promoted through option 9.1 because 15 minute neighbourhoods are likely to encourage more informal interactions between people living within the same neighbourhood, which would not otherwise occur in the District. Benefits are therefore likely in terms of supporting social tolerance in the plan area and positive effects are expected in relation to **gender reassignment, race** and **sexual orientation**. Further detail is provided in Appendix B of this report.

## Chapter 7

# Conclusions

**7.1** This document has considered the sustainability implications of the information and options presented in the Strategic Issues and Priorities document for the Winchester Local Plan.

**7.2** The objectives and policy themes set out in the Strategic Issues and Priorities document discuss a number of options for the content of the Plan. These would generally have positive sustainability effects in relation to the subject matter of the objective or policy option although where these provide for development, there will often be a degree of trade-off in terms of potential effects on the natural environment and built elements of historic environment. Whether the opportunities presented by the potential positive effects are fully realised and the potential negative effects avoided or reduced as far as possible will depend on the detailed policies that come forward in the Local Plan. The SA process will continue to inform development of these aspects of the Plan to help ensure that they are as sustainable as possible.

**7.3** The SA has also provided a high level appraisal of the options for the distribution of development in the district presented in the Strategic Issues and Priorities document against each SA objective. Many of the potential effects identified will be dependent on the particular location, layout and design of development that is specified as the Local Plan is further developed but some findings emerge from the SA as follows.

**7.4** Option 1 (Development Strategy based on the existing Local Plan) and option 2 (Focus on Winchester Town) perform most favourably across the SA objectives as a whole. Option 1 would concentrate the additional development at settlements which provide access to a wide range of services and facilities and jobs opportunities. However, it would also include a relatively high level of development at the South Hampshire Urban Areas. Constraints at the existing strategic allocations (West of Waterlooville and North Whiteley) within these areas may mean that a portion of development has to be dispersed more widely to the south of the district. Therefore, this option will help to support access to sustainable modes of transport and may encourage journeys to be made by active modes of travel which is likely to benefit public health and help to limit air pollution and greenhouse gas emissions at Winchester Town in particular. However, the element of development within the South Hampshire Urban areas presents high levels of uncertainty in relation to achieving these benefits given the smaller scale of development which is likely to occur across a higher number of locations. These locations are less likely to provide good access to existing services and facilities, while the scale of development is unlikely to support substantial service provision.

**7.5** For options 1 and 2 the high proportion of development to be concentrated at Winchester Town, in particular, is likely to support substantial new service provision in the plan area. By focusing much of the development over the plan period, at the settlement edge of Winchester Town, option 2 could provide benefits over and above those expected for option 1 in terms of supporting substantial service provision at the settlement. Large scale growth could also support increased affordable housing in the area of greatest need. It may also allow for a more coordinated approach to green infrastructure provision.

**7.6** By delivering development in line with the existing development strategy approach with development to be distributed to the sustainable hierarchy of settlements, option 1 is likely to help guide development to the more established settlements where community networks are likely to be resilient to change. New development also provides an opportunity to support new service provision and regeneration in the plan area to help address deprivation. Option 1 performs marginally better than option 2 in this regard as the focus of a high level of development to Winchester Town only is less likely to address deprivation away from that settlement. It is noted however that this settlement contains some of the most deprived areas in the district. Focussing development towards the more established settlements of the district is also more likely to allow for a higher proportion of development to be accommodated on brownfield meaning less development of greenfield land. This type of option is likely to help limit the potential for adverse impacts in terms of biodiversity, soils, landscape and flood risk from surface water.

**7.7** Concentrating growth at Winchester Town (option) could exacerbate existing issues of congestion and air pollution within this settlement. Depending on the phasing of new services at the settlement this option also presents the largest potential threat

to the overburdening of existing services and facilities in this settlement. However, overall, option 2 is expected to perform more favourably in terms of air quality, health and wellbeing, access to services and facilities and supporting economic growth than option 1. While impacts relating to congestion through option 2, may also affect the viability of the town centre and economic growth at Winchester Town, the higher level of development which might be dispersed to small scale sites across the south of the district through option 1 would provide a proportion of new residents with more limited access to existing services and jobs. It is also less likely to support the delivery of new services and economic growth given that these more rural locations are less likely to be supported by the required levels of infrastructure to make them viable. Both option 1 and 2 would perform less strongly than Option 4 when considering the need to ensure the viability of rural communities in the plan area and the services at these locations.

**7.8** Option 4 (Dispersed development strategy), performs least well of all the options. Although this option could provide benefits in terms of maintaining and promoting the viability of the smaller more rural settlements in the plan area, the level of development at each of these rural settlements would not be of a scale to support substantial new service provision. This option is likely to result in residents having access to some local services and facilities but having to travel longer distances to access some essential provisions as well as job opportunities. The smaller scale of growth supported across a wider range of locations through this option is also less likely to support delivery of affordable housing and a coordinated approach to green infrastructure provision at a high proportion of development. The high number of rural locations for development would increase the potential for a higher number of incremental changes to landscape character at a greater number of locations which are sensitive to change. The greater emphasis placed on rural development through this option could also increase the level of greenfield land take to the increased detriment of surface water flooding.

**7.9** Option 3 (New settlement) would be a significant departure from the existing settlement hierarchy for the district, which could achieve some sustainability benefits. However, considering the long lead in time and potential issues of viability uncertainty is attached. A new settlement will provide opportunities to provide a self-contained settlement through an approach which designs-in energy and water efficiency, cycling and walking, and a sense of community. Set against this is the experience from elsewhere, which suggests that new settlements (even when using garden village principles) can often be car dependent, despite best intentions. There is also potential where the new settlements are located next to railway stations for this to actually undermine the ability to make the new development self-sufficient as out commuting may be actively encouraged. Furthermore, new settlements can also have long lead-in times, which means that they can take a long time to develop a critical mass capable of supporting the range of jobs, services and facilities characteristic of a sustainable community. Many of the effects will be dependent upon the phasing of infrastructure and services and facilities alongside the new housing growth at the settlement given that existing services and facilities are not close to either location being considered.

**7.10** A new settlement, in principle, offers an attractive and potentially sustainable solution to meeting the district's needs, but it is important that a realistic assessment of their deliverability in practice underpins any decision, so that vision can genuinely be turned into reality. Achieving the creation of genuinely self-contained settlements may be more likely to occur in the longer term, beyond the plan period as through this option only a proportion of the overall development for either new settlement site would be delivered up to 2038.

**7.11** In practice, there are pros and cons with all of the options. The challenge for those preparing the Winchester Local Plan will be to take those aspects from each of the options that perform well against the SA objectives and to create a coherent spatial strategy that performs well in sustainability terms. The options will need to be developed in more detail, including identification of potential specific locations for development, with a greater understanding of the scale, type and mix of development that can be delivered on site, the identification of the infrastructure requirements required for delivery, and the relationship with existing settlements and networks. The SA will be able to assess these options in more detail and with greater certainty, helping to ensure that a sustainable spatial strategy is selected.

## Next steps

**7.12** This SA Report will be available for consultation alongside the Strategic Issues and Priorities Local Plan document. Following this consultation, the responses will be reviewed and those relating to the SA will be addressed as appropriate in the remaining stages of appraisal work. The Council will take into account the SA findings described in earlier chapters of this report, as well as other relevant factors (including the outcomes of the consultation) when making final decisions as to which of the options to the distribution of development in the district and policy options to take forward as part of the Local Plan.

**7.13** Once the Council has identified reasonable alternative development sites that could be allocated by the Local Plan, these site options will be subject to SA and the results provided to the Council to help inform their choice of site allocations. The results will also be reported in the SA Report made available at the next stage of plan making – consultation on the Draft Local Plan for Regulation 18 consultation. The Draft Local Plan will set out the Council’s preferred strategic and development management policies as well as its preferred site allocations. All of these will be subject to SA and the SA Report made available for consultation alongside the Draft Local Plan.

**7.14** The SA Report accompanying the Draft Plan will include all of the information required of an Environmental Report under the SEA Regulations, including the Council’s reasons for selecting its preferred policy options and site allocations and rejecting the reasonable alternatives. It will also describe the likely effects of the Local Plan as whole and cumulatively with other relevant plans and projects and will suggest indicators for monitoring the likely significant effects of the Plan. Further consideration will also be given to potential mitigation measures that could help to address any adverse impacts identified.