

**WINCHESTER DISTRICT
LOCAL PLAN PART 2**

**DEVELOPMENT MANAGEMENT
& SITE ALLOCATIONS**

**HEARING STATEMENT
(MATTER 2)**

Prepared on behalf of:
Messrs Jenssen, Collins & Jenssen
Unique Reference Number: 52082

June 2016

1.0 Introduction

- 1.1 This statement has been prepared by Pro Vision Planning & Design on behalf of Messrs Jenssen, Collins and Jenssen specifically in relation to land which they own on the edge of Otterbourne, and the current review of the existing settlement policy boundary.
- 1.2 The representations relate to Matter 2 and specifically the following Inspector's questions, which state:

iii. Does the Plan deal appropriately and sustainably with the likely development needs of the smaller villages and rural area?

- 1.3 Otterbourne is well served by community facilities, services and transport routes, and hence is in a sustainable location close to Winchester; the highest tier settlement in the Local Plan Part 1 – Joint Core Strategy ("LPP1") settlement hierarchy. The extent and location of the site (to be included in the settlement boundary) is shown on the attached plan represented by the suggested extension to the settlement boundary (Appendix A).
- 1.4 Local Plan Part 2 ("LPP2") proposes a review of existing settlement boundaries. This exercise is supported by the 2014 Settlement Boundary Review (SBR) (updated 2015). In reviewing the criteria set out in the SBR it follows that the settlement boundary for Otterbourne should be amended to include land off Waerworksas shown on the attached plan.

2.0 Site Description

- 2.1 The site is located on the edge of the village of Otterbourne, located approximately 5 kilometres to the south of Winchester. The site is currently within countryside for planning purposes although it adjoins the existing settlement boundary. The site is accessed via an existing gated vehicular entrance and track off Waterworks Road, approximately 170m east from the junction with the C230 Otterbourne Hill/Otterbourne Road.
- 2.2 The site extends to approximately 1.13ha/2.8acres, and comprises:
- an area of open meadow (approx.0.8ha/2acres);
 - an area of woodland trees and established low level vegetation (0.3ha/0.8acres);
 - gated field entrance; and
 - roadside verge.
- 2.3 The site is understood to have previously been used as a market garden and once included various related buildings.
- 2.4 The area of open meadow is rectangular in shape, measuring approximately 140m x 60m.

- 2.5 There is a gentle slope across the open part of the site from north to south. The site lies at approximately 30-40m AOD. The entire site falls within Flood Zone 1 (the lowest category rating the likelihood of flooding).
- 2.6 The site form does not part of a Conservation Area and does not include any listed buildings.
- 2.7 The site is not a Site of Special Scientific Interest (SSSI) or a Site of Importance for Nature Conservation (SINC).
- 2.8 The site boundary is generally lined with mature trees and hedgerow. To the east, the edge of the site is indicated by the existing woodland.
- 2.9 The site is included within the Council's Strategic Housing Land Availability Assessment (SHLAA) 2013, ref.2427. There are no other statutory environmental, landscape, ecological or archaeological designations that are known to apply to the site.
- 2.10 Land to the north and west lies within the defined settlement boundary.

3.0 Settlement Boundary Review

- 3.1 Proposals for growth and change in this area are not justified on the grounds that that they do not promote the most appropriate strategy.
- 3.2 The landowner has made comments at previous stages of LPP2 consultation. These comments suggested a logical amendment to the existing settlement boundary for Otterbourne to include land off Waterworks Road. Alterations to the settlement boundary at this location is consistent with the NPPF and the relevant criteria in the 2014 SBR. The LPP2 as currently drafted does propose alterations to the boundary of some settlements, although not Otterbourne or other rural villages in sustainable locations.
- 3.3 Paragraph 3 of the 2014 SBR defines a settlement boundary as follows:

"a settlement boundary marks the limits of towns and villages, being the dividing line between built up/urban areas (the settlement) and the non-urban or rural areas (the countryside), to define where planning policies apply."

- 3.4 The 2014 SBR states the following purposes of settlement boundaries:

- 1. Creating an edge to existing development thereby encouraging consolidation*

The alterations to the Otterbourne settlement boundary proposed here will provide a more logical and definable edge to the urban area.

- 2. Helping to separate communities and therefore retain their individual identities*

The suggested alterations to the settlement boundary at Otterbourne will not have any adverse impact on the purpose or function of any defined gap between settlements.

3. Defining the logical boundary between areas with different features and purposes, e.g. between areas with environmental or landscape designations and those suitable for development

The settlement boundary as currently drafted represents an arbitrary boundary and fails to reflect a logical boundary between areas with different features and purposes. The protected woodland represents a more permanent and logical boundary.

- 3.5 The 2014 SBR suggests that a boundary review at Otterbourne is not necessary because the housing requirement can be met by existing consents and by strategic housing allocations on the edge of higher order settlements. This contradicts paragraph 13 of the 2014 SBR which is clear in stating that a settlement boundary review is required where the requirement cannot be met within the existing boundaries.
- 3.6 Paragraph 20 of the 2014 SBR agrees that *"smaller sites could be released through a review of settlement boundaries"*. In addition, it states that *"where there are any obvious and suitable candidates boundaries could be adjusted to accommodate them and provide a degree of flexibility within the housing supply"*.
- 3.7 Further, the Council's position that the need for a settlement boundary review is obviated by the proposed delivery and distribution of new housing on allocated and consented sites around higher order settlements over the plan period is also inconsistent with the NPPF and the 2014 SBR definition of the purpose of a settlement boundary (paragraph 5).
- 3.8 The land at Waterworks Road is undeniably in a sustainable location. The presumption in favour of sustainable development is the golden thread that runs through the NPPF, not just in the context of Paragraph 14. In essence this is a significant material consideration to be weighed against the current position of the settlement boundary, and is a compelling reason to include land in a sustainable location, and which meets the SBR criteria, within any review of the settlement boundary. The NPPF also reminds us that local planning authorities are required to 'boost significantly' the supply of housing.

4.0 Summary

- 4.1 The local planning authority has taken account of a number of principles in carrying out the settlement boundary review.

Principle 1 – suggests that boundaries should have a degree of permanence to avoid change over time. The adjoining woodland to the east is protected and is understood to be owned by a local community group. This provides a degree of permanence to the proposed boundary.

Principle 2 – states that small scale development opportunities which would provide infill and rounding off opportunities that are physically, functionally and visually related to the existing urban area will be included. It goes on to state that curtilages that are contained, are visually part of the urban area and are separated from the open countryside will also be included. The land at Waterworks Road clearly meets these criteria.

Principle 3 – states excludes outlying or isolated development which is physically or visually detached from the settlement. In addition, it is suggested that where a settlement is fragmented the open gaps between developed areas should be retained. The land at Waterworks Road is closely related to the existing urban framework and cannot be regarded as isolated, or physically or visually detached from the settlement. Similarly, the settlement is not fragmented at this point and alteration to the settlement boundary will not harm important gaps.

- 4.2 Paragraph 32 of the 2014 SBR states that *"principles therefore need to be applied consistently when defining settlement boundaries and where judgments are made, these need to be explained"*. It is not clear how the above principles have been applied to rural settlements.
- 4.3 A recent survey carried out by Otterbourne Parish Council sought community views relating to new development. A copy of the Parish Council report is attached.
- 4.4 Whilst large scale development is seemingly resisted, it appears as though small scale development which meets local needs would be supported. Almost 40% of responses to the survey thought that the village could accommodate up to 25 new homes. A further 20% of respondents thought more than 25 new homes could be accommodated.
- 4.5 There are no available sites within the settlement boundary. Hence the number of homes required to meet local need cannot be delivered within the existing settlement boundary. Whilst there are local plan policies which would allow for some new affordable housing outside the settlement boundary in exceptional circumstances, opportunities to provide such sites in and around Otterbourne are limited. An affordable housing scheme at the land at Waterworks Road would not be financially viable.
- 4.6 There is also a local concern that the redevelopment of sites within the settlement boundary at higher densities is eroding the character of the village. Hence, the survey suggests that there is support for extending the settlement boundary to accommodate the development needs of the village whilst preserving the special character and appearance of the village.
- 4.7 Accordingly the current proposed amendments to the settlement boundary of Winchester are not justified. The proposed settlement boundary of Winchester should be amended to include the previously developed land off the St Cross Road.

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Winchester City Council Policies Map Map 12 Otterbourne

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Ordnance Survey 100019531

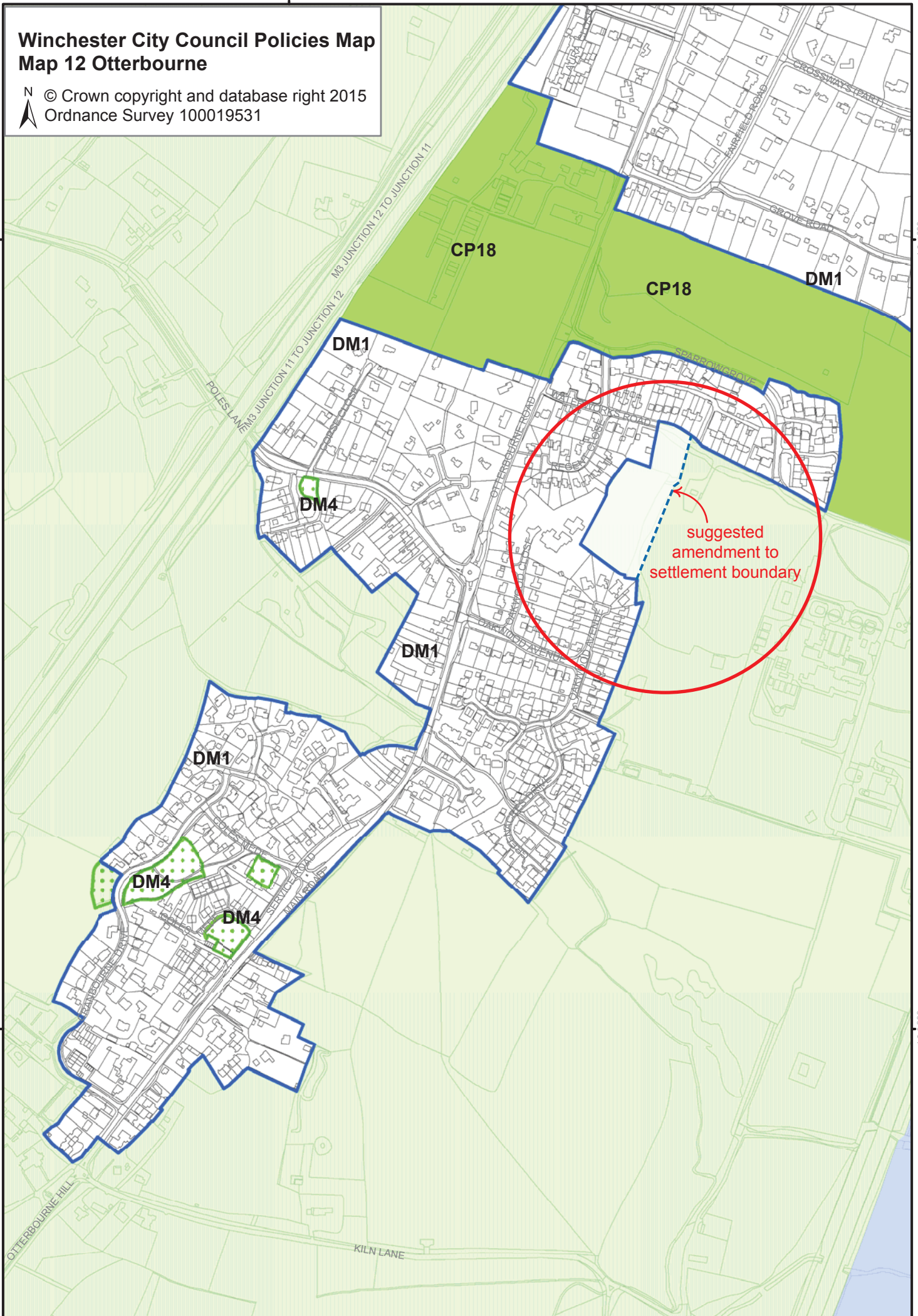
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OTTERBOURNE PARISH COUNCIL

REPORT TO WINCHESTER CITY COUNCIL RE: LOCAL PLAN PART 2

Introduction

Under Local Plan Part 1ⁱ Winchester City Council (WCC) categorised the settlement of Otterbourne as level 3 on the Market Town and Rural Area (MTRA) settlement hierarchy, a decision which was strongly supported by Otterbourne Parish Council (OPC). This designation means that no targets for housing developments were set for Otterbourne, and only developments which received community support would be considered outside the existing settlement boundary. Local Plan Part 1 was subject to Independent Examination and while the examiner concurred with the City Council's views on the settlement hierarchy, he nevertheless concluded that 'the lists in MTRA3 are not necessarily set for the full plan period'ⁱⁱ.

Of all the settlements designated MTRA3, Otterbourne was the one that was most heavily challenged by planning consultancies representing various landowners with intentions to build substantial numbers of houses on greenfield sites around the village. Immediately after the Examiner's Report was released, OPC was approached by a local planning consultancy seeking community support for further development. In addition there was some concern that there might be further challenges to the status of Otterbourne when the second phase of the Local Plan was developed and subjected to independent examination.

It was this combination of factors which led to OPC's decision to attempt to establish the levels of community support for any further development within the village and to clarify the community views as a contribution to the development of WCC Local Plan Part 2. This paper provides a brief profile of the village and its population, considers the issue of housing need and reports the community views on the possibility of further housing or commercial development within the village and wider parish.

Profile

Otterbourne is a small semi-rural parish south of Winchester. Most of the parish is agricultural land with a scattering of dwellings and commercial premises. The two settlements within the parish both lie alongside the main road between Southampton and Winchester to the east of the M3. Otterbourne Hill is a small cluster of houses around the common at the top of the hill and is designated MTRA4 under WCC Market Towns and Rural Areas settlement hierarchy. The much larger settlement of Otterbourne village, designated MTRA3, begins lower down the thickly wooded hill and stretches to the green gap at the border with Compton & Shawford parish.

Historically, the settlement of Otterbourne village was a linear development along a turnpike road established in the late 18th/early 19th century, with close links to the small settlement around the common at the top of the hill, and to the original village of Otterbourne near the River Itchen to the east of the turnpike road. The village settlement as we now know it developed in Victorian times and its growth was boosted by the destruction of the old village when the railway line was built in 1840. By this time there was a new church close to the coaching inn, and the number of properties along the main road was growing. In the second half of the 20th century the village expanded substantially with the development of a number of small housing estates initially in the north east of the village, and latterly behind the original houses in the west of the village. The last of these estates was completed in the mid 1990s and since then the village has grown more slowly, with the redevelopment of existing buildings and gardens rather than further greenfield developments.

Population

Demographic data from the 2011 census is only available for the parish, not for the settlement of Otterbourneⁱⁱⁱ. Nevertheless, since most of the households within the parish live within the village the parish data mainly reflects that of the village.

The estimated population of the Parish was 1,593, of whom 334 were children and young people under 18, and 333 were aged over 65. The majority of the population are adults of working age, particularly those in their 40s, 50s and early 60s. Comparison with data from the 2001 census shows the population has aged in the last 10 years, with an increase in the proportion those aged 45-64 and 65-74, and a corresponding decrease in the proportion of adults aged 30-44. There is a similar pattern among children, a smaller proportion of very young children, and an increase in the proportion of teenagers. This pattern is consistent with a picture of a community where families have been settled for the past decade, and adults have grown older and their children grown up, while few new younger families have become established in the village. The census data identifies 603 households in the parish, which accommodate all but the 47 residents occupying residential care facilities in the parish. Less than a third of these households are families with children under 18. Most households comprise two or more adults, but a quarter are single person households.

Most of these 603 households live in large, detached owner occupied houses - 62% of dwellings are detached, a further 18% semidetached, 8% terraced and in this context, a surprisingly high 12% are flats and apartments. It is a community of overwhelmingly owner-occupied properties, indicating, perhaps, that residents have a substantial financial as well as a social interest in the future developments within the parish. Homes in Otterbourne are predominantly large – over two thirds have 5 or more rooms - so not surprisingly average house prices and rents in the parish are high.

The population of Otterbourne is highly qualified – nearly half of adults aged 16 and over have a degree level or above qualification, and only 13% have no qualifications. As might be expected very few are unemployed – only 2% or 27 people are recorded as unemployed. Car ownership is very high only 51 of the 603 household have no access to a car or van and most have more than one car. Of those who work outside their own home most drive to work.

Consultation with Residents

Otterbourne Parish Council undertook a survey, using self-completion questionnaires, to collect the views of parishioners to the possibilities of housing and commercial developments in and around the village. The questionnaire was delivered to all adults living in the parish and was designed to measure community support for a variety of different development possibilities. The current changes in local planning policy will also require a review of the current Village Design Statement (VDS), and the survey also assessed the level of agreement with the guidelines for development in the Otterbourne VDS.

Residents views reported below are taken from the results of this survey^{iv}. Perhaps the clearest overall message from this work is that residents strongly support the view of WCC and OPC that the village is correctly placed in the settlement hierarchy at MTRA 3, and there is no support for extensive development, residential or commercial within the settlement of Otterbourne.

Housing Need.

The question of whether there is a need for more housing in the village needs to be considered from a variety of aspects. Firstly, there is clearly a market demand for houses, a demand that several landowners and developers would be happy to meet, as can be seen from the amount of land (and potential number of houses) identified in the Strategic Housing Land Availability Assessment (SHLAA)^v.

Secondly in terms of social housing, the City Council identifies a substantial need for more social housing in the Winchester District as a whole. However in terms of the specific need for homes in Otterbourne the numbers are small, with only 27 households identified as requiring housing in the village. It is also clear from the Housing Department figures^{vi} that there is a much greater demand for one bedroom social housing than is available in the village, whilst the demand for two or three bedroomed properties is much more closely aligned with the available properties – taking into account the three new WCC homes which are under construction at present.

Thirdly, using the census data reported above it is clear that there is not a balanced range of types or sizes of homes in the village. Very few smaller family homes which might be affordable for younger families are available, and among the smaller properties there is a larger proportion of flats or apartments than might be expected in a rural setting. From a population perspective, there is a lack of younger families, with children of primary school age, and the lack of affordable accommodation for this group within the village is the most likely explanation of their absence.

From the perspective of the current residents of Otterbourne, nearly two thirds do not perceive a need for more housing. Among the third who do think more housing is needed the need for homes for young families or first time buyers was the most commonly identified group. Homes specifically for key workers, or older people were also mentioned but less often. A further indication of need for more homes is whether there are members of families living in the same household when they might prefer to have separate households but are unable to find or afford a house in the village. Respondents were asked about this and only 21 households reported being in this situation. The survey also asked if respondents had relatives living elsewhere who wished to live in the village but were unable to find or afford a home, and 45 households reported this situation.

Responses to the question about how many new homes the village could accommodate produced a divide with just over 40% saying no new housing could be accommodated, just under 40% who thought the village could accommodate up to 25 new homes and roughly 20% who thought that more than 25 homes could be accommodated in the village. There were clear preferences for providing affordable houses to buy using shared purchase or market housing rather than social rented housing. There was also agreement about the size of new homes that were needed, with nearly three-quarters of respondents agreeing that more large family homes were not needed.

The survey asked people to record whether they would like, wouldn't mind, or wouldn't like four different styles of homes - small blocks of flats, groups of terraced houses, semi-detached houses, and detached housing. The clearest message from these responses is that there is no support for more flats to be developed in Otterbourne; 83% of people wouldn't like more of this type of housing in the village. There were numerous objections to the last development of flats in the village, and clearly the opposition to this high density housing persists. Data from the 2011 census shows that a larger proportion of homes are flats or apartments than might be expected within a village setting, and there are more of these than terraced or semi-detached houses. There is marked preference for semi-detached or detached houses among the survey respondents.

It is clear that most of those who do perceive a need for more housing in the village identify homes for younger families as those most needed. A minority of respondents also saw a need for more retirement homes, particularly bungalows for older people. However, the pattern of the existing housing stock provides less support for development of this type. There is a supported housing complex providing bungalows and flats as part of the Old Parsonage, and a number of bungalows some still council owned at Coles Mede. As identified earlier, the village also contains a surprisingly

high number of flats or apartments which provide another option for older people wishing to downsize but still remain living in the village.

Location of any new housing.

As can be seen on the SHLAA map, an abundance of sites outside the settlement boundary were registered by various landowners interested in development opportunities. The village survey asked residents to identify only the general area in which they would prefer to see developments occurring rather than focussing on specific sites. Each of the four areas identified in the questionnaire were opposed by a majority of village residents. Not surprisingly, the least opposition was for the area in the north-west well outside the settlement boundary beyond the M3, which is the area furthest away from the north-east side of the village where the majority of dwellings are located. There was very strong opposition to the development of the greenfield sites to the south and east of the village stretching down to the River Itchen, and only marginally less to any development of the greenfield site along the main road in the centre of the village. It was also clear that there is strong support for the current WCC planning policy of maintaining the green gaps between settlements. It is important to note that from a purely practical point of view any small development of affordable homes for families would need to be close to village facilities, and give easy access to public transport.

The only sites within the settlement boundary identified as part of the SHLAA exercise were two small sites already owned by WCC on which they intend to build social housing. Any further development would require some reconsideration of the settlement boundary for the village. Results from the village survey show that residents support for the WCC policy of restricting development to sites within the settlement boundary is less than might have been expected. Compliance with this restriction is currently one of the Otterbourne VDS guidelines, however, it received one of the lowest scores for agreement in this section of the survey. One of the consequences of this policy over the past twenty years has been the extent of re-development of existing sites. Many of the smaller homes have been substantially extended, one individual detached property has been replaced by a block of 14 flats, another single plot now has four houses instead of one, and the housing density within the village has increased. The accumulation of such developments changes the character of a village, as well as resulting in the increasing value of the detached properties within the settlement which makes them ever less affordable for younger families.

Commercial Developments

Within the Otterbourne settlement boundary there are a number of small commercial premises: a village shop, two pubs, residential care facilities for older people run by the Brendoncare Foundation, a residential facility for ex-offenders run by Langley House Trust, a beauty salon and hairdressers and an architect's practice. There are also approximately 10 homes which are used as the basis for a variety of commercial activities, including garden design, dog grooming, car leasing, computer repairs and consultancies - owners of these home based businesses were included in the survey. Of importance to the village, though on the edge of the settlement boundary are: Otterbourne C of E primary school, St. Matthew's Church, and Otterbourne Village Hall

Most of the businesses (and the church, school and village hall) rely on customers from outside the village, and value the good transport links, and the ability to offer free parking. Some businesses provide services which are used and appreciated by village residents too, most particularly the village shop and post office, and the public houses. It was apparent from the survey results that the shop and

public houses are seen as a benefit to the village by almost all of the residents. Other businesses with premises in the village including the residential care facilities for older people were mainly seen by residents as either providing a benefit to the village, or not causing difficulties for residents. The single exception to this was the residential care facility for ex-offenders which is seen as a benefit by only a minority of residents, and as a source of problems for nearly 20% of respondents.

The survey showed that there was very limited support for further commercial developments within the village, and only 40% thought there would be any benefit to the village from more shops. A few thought more shops, (particularly a coffee shop as a meeting place for those who did not use Public Houses) a pharmacy, a dental surgery and a bakery were mentioned and a B&B or small hotel were also identified as a possible benefit for the village. There was also support for an extension to the village shop following the loss of the petrol station. The only additional service which is desired by the majority of Otterbourne residents is access to GP services within the village.

Larger commercial concerns operate outside the settlement boundary (sometimes just over the parish boundaries) and these are perceived as having a considerable detrimental impact on the quality of life of the village, predominantly as a result of the amount and type of traffic generated. While agricultural activities were generally perceived positively, the industrial activities associated with waste reclamation and recycling were seen as harming the village by 80% of the survey respondents.

In the comments made about commercial activities, the problems caused by heavy traffic, particularly HGVs featured strongly. It was clear that the damage referred to by respondents included physical damage to the mini-roundabouts and bollards, and the size and speed of traffic making walking along the main routes frightening and dangerous. The majority of respondents reported experiencing some damage to their quality of life from the impact of traffic in the village

Not surprisingly, given the views expressed about the existing industrial activities, there was a very substantial majority (89.1%) who viewed any further industrial activities as likely to cause further damage to the village. Increased office space was also seen as most likely to damage the village, again as a result of increased traffic. Generally few respondents saw any further commercial developments as likely to benefit the village.

Infrastructure improvements as part of any development

Respondents were asked if their views about new developments might be influenced if such developments offered opportunities for more facilities in the village. Overall about half thought this might be an influence. However there were significant differences between those who said no to both the need and the space for more homes and those who had mixed views and those who said yes to both the need and space for more homes. Those who did see a need and space for further housing were clearly more likely to be influenced by possibility of gaining benefits for the village as part of any development, while very few of those who opposed any further development would be influenced by this possibility.

Respondents were asked to rate the relative importance of possible improvements to infrastructure and facilities within the village. Overall, improving the footpaths was rated the highest priority, GP surgery second, improved pavements third, and more open space was fourth on the priority list. There are some differences between the age groups in the top priorities, but across all age groups improving footpaths and pavements are in the top four. For younger adults better cycle lanes and more sports facilities have higher ratings, and for those aged over 65 a GP surgery is of first importance.

CONCLUSION

Residents' views show strong support for retaining the MTRA3 designation for Otterbourne and for preserving the countryside around the village. If there was a change to this status, OPC would need to consider formulating a Neighbourhood Plan in order to ensure that any imposed development targets benefit the village as much as the developers.

The evidence would support the argument that the village community would benefit from a small development of homes for younger families, and there is some limited support for this from current residents. However the support would be for affordable homes to buy that were predominantly detached or semi-detached houses, rather than social housing for rent or for larger market housing developments.

There is strong support for the development of health care provision within the village, and with the age profile of the community the need for this is likely to increase over the next few decades. OPC is exploring this possibility with health care providers, and the provision of accommodation for such facilities would be an important factor in community support for any planning proposals.

There is a clear view that the major infrastructure requirements are for a reduction in the traffic problems throughout the village, and for safer pedestrian routes in and around the village.

Notes

ⁱ Winchester City Council, Winchester District Local Plan Part 1: Joint Core Strategy. *Adopted March 2013*

ⁱⁱ Report on the Examination into the Winchester District Local Plan Part 1 – Joint Core Strategy. *February 2013*

ⁱⁱⁱ Office of National Statistics, 2011 Census data downloaded from neighbourhoodstatistics.gov.uk

^{iv} Otterbourne Parish Council, Otterbourne Village Survey 2013.

^v Winchester City Council, Strategic Housing Land Availability Assessment. April 2013

^{vi} Data provided by Winchester City Council Housing Department