

Introduction

14.1 This Chapter deals with the way in which the policies in the Plan can be achieved. The first part of the Chapter examines the resources required to implement the policies. The second part is concerned with how they will be implemented by the public and private sectors and by the community as a whole. The final part explains the importance of monitoring the progress of the Plan, to assess how successfully the policies are being implemented.

Resources

14.2 A number of the policies in the Plan, particularly those encouraging or enabling development to take place, will require resources to be made available for their implementation. The two main resources necessary are finance and land. However, most of the policies involve controlling or restricting development likely to be put forward by private individuals or organisations who will already have an interest in the land.

14.3 The financial resources necessary for implementation are likely to come from two sources, the public sector and the private sector.

Public sector finance

14.4 A number of aspects of the Plan are dependent on public expenditure but local authorities are under pressure to limit spending. The Plan has, therefore, sought to avoid putting forward policies that may demand unrealistic levels of public sector finance. Additionally those policies which are put forward and require public expenditure will need to be implemented having regard to the availability of the necessary resources and expenditure priorities at the time.

14.5 The key responsibilities of the local authorities include:

- Hampshire County Council: schools, roads, libraries, social service facilities, police, fire, recreation, heritage and some major open spaces.

- Winchester City Council: some local open spaces, recreation, heritage, tourism and community facilities, car parking and local authority housing.

- Parish Councils: open spaces and recreational land, village halls, burial grounds, seating, shelters and public conveniences.

14.6 Other bodies are responsible for the provision of facilities and services at the regional level, for example:

- Primary Care Trusts: hospitals and other health facilities.
- Highways Agency: motorways and trunk roads.

14.7 Some policies, particularly those involving road improvements, will fall to public bodies to implement. The County Council has produced the Hampshire Local Transport Plan, setting out proposed spending on transport to the end of this Plan period. This includes schemes which are to be funded using developer contributions. Winchester District falls mainly within the Central Hampshire Transport Strategy area, with the southern part of the District in the Solent Transport Strategy area. Funding has been obtained for most of the schemes included in these strategies. Developers will need to fund road improvements that are required as a direct result of their development, whether they are on or off-site.

14.8 Housing has traditionally been a major area of public expenditure but public finance for housing is now strictly limited and directed to certain forms of development. Nevertheless, the City Council views the provision of affordable housing as a priority and also encourages a variety of dwellings to be developed where new housing is built. Registered Social Landlords are, therefore, key partners in implementing the Local Plan's policies relating to affordable housing and housing mix, and have been involved in developing these policies and their means of operation.

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14.9 The resources available for environmental policies are also limited, but this should not endanger the validity of the Local Plan's policies, since many are of a long-term nature. Others will be implemented through private or community resources, as part of the development process, or as a result of day-to-day maintenance or improvement to property. In addition, desirable schemes may attract grant aid from other sources, such as the County Council, English Heritage or the Countryside Agency. As well as financial assistance, both the City and County Councils will seek to give professional advice on repair and conservation of buildings and natural features, and to encourage public involvement, whether as individuals or groups, in such work.

Private sector finance

14.10 Most of the policies allocating land for development, or enabling development to take place, are likely to be commercially attractive and can be expected to attract private finance. There will, however, be an increased emphasis on contributions towards the cost of off-site infrastructure, transport improvements, and environmental improvements. Accordingly, developers will be expected to fund such improvements where they are needed as a result of development.

14.11 In the case of new housing developments, developers should provide appropriate recreational space where their development would exacerbate current deficiencies of recreational land, in terms of land area, standard or quality. If recreational space and facilities are provided on the site, developers should contribute towards their maintenance. Where a development is too small for the recreational space required to be provided on the site (as is likely to be the case in many new housing developments), recreational land should be provided off the site, or contributions made to enable it to be provided by the City or Parish Councils, through the Open Space Funding System.

14.12 Any financial contributions required would be related to the size and number of dwellings, the amount of recreational space to be provided, and the costs of providing the necessary recreational facilities (which may include additional land). The required contribution may be made at the time of the grant of planning permission, or the developer may enter into a planning obligation to make the contribution prior to the commencement of development (or of specific phases of a larger development).

14.13 Many statutory undertakers and service providers are in the private sector. These bodies deal with the provision of water and drainage services, electricity, gas, and telephones, and normally require developers to contribute towards the costs of provision of additional services. Developers are advised to hold discussions with the service providers to establish whether financial contributions are required for their particular development, before purchasing land or submitting planning proposals.

Action

14.14 Successful implementation of development proposals will depend on the co-ordination of the efforts of the public and private sectors. The following paragraphs set out the main ways in which the City and County Councils will be able to use their resources to implement the Local Plan's policies and indicate where action will be required from other public and private bodies, communities and individuals. The City and County Councils will be involved in the implementation process through both direct and indirect action. For key sites within the Plan area, the Local Planning Authority may need to prepare planning briefs containing principles of development and design guidance.

Direct action

14.15 The County and City Councils will need to take direct action to implement many of the transportation proposals.

- 14.16 Within the countryside areas, the restrictive planning policies need to be complemented by a positive approach to maintaining and enhancing the attractiveness of the countryside. The City Council supports several countryside management initiatives within the District and seeks to promote and employ the principles of countryside management, where appropriate.
- 14.17 The City and County Councils will also be involved in the development process, to enable public and private sector development schemes to proceed without unnecessary delay. In exceptional circumstances, the Local Authorities may need to assemble land or carry out development themselves as a means of implementing certain proposals. This is likely to be the case particularly for non-commercial development such as roads or open spaces.
- 14.18 However, the Local Plan expects a large proportion of the required housing provision to be met through the development of “urban capacity” sites throughout the District. The market analysis undertaken when preparing the Plan suggests that this is entirely realistic and monitoring of development, as proposed below, is intended to highlight any difficulties. Where the development of a particular site is considered to be especially important or desirable, the Local Authorities may be prepared to use their land acquisition powers to help assemble land for development on behalf of developers. This option is, however, likely to be a last resort and could only be considered where the costs of acquisition would be met by the prospective developer.
- 14.19 Clearly the ability of the Local Authorities to be involved in direct action to implement the Local Plan’s policies will depend largely on the availability of resources, particularly finance and staff. Whilst the Plan has avoided putting forward policies which may require unrealistic levels of Local Authority finance, those policies which are included in the Plan and require public expenditure will be implemented taking account of the availability of finance and the expenditure priorities at the time.
- Indirect action**
- 14.20 Where policies relate to the activities of organisations other than Local Authorities, the Plan can only act as a framework for the co-ordination of investment and will have little control over the timing of the implementation of policies. The role of the Local Planning Authority in this respect will, therefore, be one of co-ordinating the activities of other groups wherever this is essential for the successful implementation of the Plan’s policies.
- 14.21 In co-ordinating development, the Local Planning Authority may seek planning obligations to secure, or to make contributions towards, the provision and maintenance of services and amenities. Potential developers are, therefore, strongly advised to check their liabilities regarding the protection of important features on the site, the provision of physical and social infrastructure, requirements relating to affordable housing and housing mix, and the need for landscaping, before purchasing land or submitting development proposals. The requirement from developers will be directly related to the needs of the development itself.
- 14.22 There are a number of ways that local communities can become involved in the implementation process in their areas. The preparation of Village or Neighbourhood Design Statements by local communities is an established way of influencing the design process, and Local Area Design Statements are also being prepared for smaller areas within neighbourhoods, where there are particular design issues. Once completed, these Design Statements can be adopted as Supplementary Planning Documents, and therefore will be material considerations in planning decisions.

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14.23 Local communities may also become involved in other types of community plans. However, unless they are aimed at providing more detailed guidance to supplement a specific Local Plan policy, and therefore can be used to determine planning applications in the area, they would not be appropriate for adoption as Supplementary Planning Documents. Some may focus on a single issue, like the community plans referred to in paragraph 6.19 of this Plan, which were aimed at identifying development opportunities within particular areas. Others may cover a range of different issues, such as those addressed in Parish Plans. Although not appropriate for adoption as Supplementary Planning Documents, they may be used to inform the planning process.

Compliance and Enforcement

14.24 Planning and other applications will normally be determined in accordance with the provisions of this Plan. In order for this Plan to be effective, all development should take place in accordance with a relevant consent, where required. This includes compliance with any conditions attached to the grant of a permission. If it does not, the development will be unauthorised, and in such cases, Town and Country Planning legislation makes provision for the Local Planning Authority to take enforcement action.

14.25 In the event of a breach of planning control, the Local Planning Authority will initially normally wish to seek to resolve the situation, for example by inviting the submission of a retrospective planning application. If such an approach is unsuccessful or not appropriate, an enforcement or breach of condition notice may be served. Such a notice may, for example, require the removal of unauthorised buildings or the cessation of an unauthorised use. Failure to comply with such a notice, once operative, is a criminal offence. The Local Planning Authority also has powers to seek an injunction to restrain an actual or expected breach of planning control. This is only a

summary of enforcement powers, and further information and advice is available from the Local Planning Authority.

Monitoring

14.26 The Local Planning Authority is required to keep matters which may be expected to affect the development and planning of its area under review. The Plan is concerned with proposals for the development and use of land. Accordingly, it is necessary to monitor the progress being made in implementing the Plan, to ensure that the Plan remains effective and relevant, and to respond to changing needs and circumstances.

14.27 The City Council fully recognises the importance of monitoring, and work completed relating to earlier Local Plans has contributed significantly to the content of this Plan. During the Plan period, it is intended to maintain and develop an appropriate monitoring programme. This initiative will provide information for the reassessment of proposals and will also form the basis for future Plan reviews.

14.28 It is not realistic to introduce a comprehensive monitoring programme relating to each and every policy in the Plan. A degree of selectivity is required in determining what to monitor on a regular and systematic basis. Following consideration of the Plan's key objectives, the strategies for particular topics, the importance of the information required, and the ease with which it can be obtained, it is proposed that the majority of regular monitoring work during the Plan period be concentrated on assessing how the Plan's key objectives (see Chapter 2) are being met.

14.29 Systems are already in place to monitor many of the Local Plan's policies, such as those relating to the provision of public open space and affordable housing. One of the main changes between this and previous Plans is the emphasis on making better use of land within existing built-up areas especially to meet housing requirements.

Monitoring of the contribution of urban capacity sites is essential, not least to inform decisions by the strategic planning authorities about whether the Structure Plan's "reserve" housing provisions need to be called upon, and by the City Council on whether any of the Local Reserve Sites should be released.

- 14.30 The Urban Capacity Study was published as a background document to the Deposit Local Plan, providing details of the proposed arrangements for monitoring the supply of housing from urban capacity sites. A 'Housing Monitoring Report' has been published annually, updating the Urban Capacity Study by incorporating information on new planning approvals and housing completions, as well as monitoring key trends in housing provision, affordable housing and housing mix. This has now been incorporated in the District's Annual Monitoring Report, which will be produced annually in December and which will monitor a wider range of policies as well as progress on plan preparation.

