

# **Winchester District Local Plan Part 2 – Development Management and Site Allocations**

**Examination – July 2016**

Winchester City Council

Response to Inspector's Questions:

**Matter 16    Implementation + Monitoring  
Question i) and ii)**

Library Reference: WCC FS 16



**Winchester**  
City Council

**Matter 16: IMPLEMENTATION + MONITORING – Chapter 7**

**Inspector's Question**

**i.) Bearing in mind the funding required, is the plan economically viable and practically achievable in the timescales envisaged and in the ways proposed?**

1. The viability of the proposed Local Plan Part 2 (LPP2) site allocations has been tested to identify if the costs of the development requirements, such as the infrastructure contributions set out in [Local Plan Part 1](#) (LPP1, ref- OD7), [Community Infrastructure Levy](#) (CIL) and those identified in the [Infrastructure Delivery Plan 2016](#) (IDP, ref- SUB7) to make the development acceptable in planning terms, will still ensure a viable, deliverable development in line with the [National Planning Policy Framework](#) (NPPF, para 172).
2. LPP1 sets the overarching development strategy for LPP2 and includes policies which set out the key infrastructure requirements for development (CP7, CP10, CP15, CP17 and CP21). LPP1 was accompanied by a viability study ([Viability Report \(Update\), Adams Integra 2012](#)) which demonstrated that, in general terms, development within the District is viable when taking account of the various requirements of the Local Plan.
3. Other tariffs which may be a requirement of development include CIL and contributions towards mitigation strategies to meet the requirements of the Habitat Regulations. The City Council has adopted a CIL Charging Schedule, with rates set at a level which has been examined to ensure that development would remain viable. The Solent Recreation Mitigation Strategy (ref- EBT21) is a mechanism which helps developers mitigate for the impact of their development under the Habitat Regulations by contributing to sub-regional mitigation strategies, rather than assess and provide their own mitigation, and is therefore beneficial to the viability of most developments. Habitat Regulations Assessment matters are discussed under Matter 1 (ref- WCC FS 01). The Council intends to update the reference to the Solent Recreation and Mitigation Strategy to clarify that the Interim Strategy will be replaced by the definitive strategy.
4. The infrastructure needed to support the level of growth in the LPP2 policies is set out in the IDP (2016). This builds on the [LPP1 IDP 2012](#) and the update used for the examination of the [Community Infrastructure Levy 2013](#).
5. The information in the IDP on the quality and capacity of infrastructure and what is needed to support LPP2 policies has been developed in consultation with the service providers. Local infrastructure needs were also identified through infrastructure statements produced with the parishes at the start of the LPP2 process. Where relevant, requirements have been included in the IDP. Other infrastructure needs, not required to deliver the LPP2 policies, will be provided through other mechanisms such as CIL.

6. A number of other documents have also informed the IDP such as the [Open Space Strategy 2015/16](#) (ref- EBT11); the Hampshire Infrastructure Statement 2012 ([HCC, updated 2016](#)) and Transport Assessment Updates for the settlements August 2015<sup>1</sup>.

### Key Issues

7. The majority of the infrastructure set out in the IDP will be provided by the developers, secured through planning conditions/obligations. Other contributions will be sought from developments via CIL and contributions towards the Solent Recreation Mitigation Strategy under LPP1 policies CP16 and CP21. Discussions have been held with the site promoters/developers on these infrastructure requirements to ensure that the development is viable. Where viability issues have been raised, further assessments have been carried out.
8. Indicative viability assessments were produced in August 2015 taking into consideration policy requirements in LPP1 and 2. These assessments were carried out on the following sites which were not subject of a planning application or pre-application enquiry, on the basis that any viability issues would have been flagged up on these sites through the planning process:- [BW1; BW3](#) (ref- EBBW17); [SW1; SW2](#) (ref- EBS15); [SHUA1; SHUA4](#) (ref- EBSH4).
9. The assessments determined that, given the infrastructure and other policy requirements such as affordable housing requirements and CIL, there remained a positive uplift from the existing land value sufficient to provide an incentive for development within the Plan period.
10. More detailed viability appraisals were carried out on mixed use sites where previous uses and/or the employment provision could be more likely to affect viability and the delivery of the sites:-
  - Policy [BW5](#) is an employment led site. The viability appraisal was used to determine the level of market housing needed to create an uplift from the development (around 8 dwellings) and the policy provides the flexibility in the housing element of the development to enable a viable development (ref- EBBW17).
  - Policy [NA2](#) is a housing led redevelopment of an existing employment site which may include offices, car parking and housing suitable for the elderly. The viability assessment indicates a positive uplift from a redevelopment, although there may be other costs from contamination remediation and land acquisition due to the number of land owners. The policy was amended before Pre-Submission to provide more flexibility in the housing and use requirements and allow individual applications to come forward without impeding the redevelopment of neighbouring areas within the site (ref- EBNA22).

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<sup>1</sup> ref- EBWT1, EBBW1,2, EBCC1,2, EBD1, EBKW1,2, EBNA1,2, EBS1,2, EBWC1,2, EBW1,2, EBNA3, EBT19

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- Policy [NA3](#) is a mixed use site which will include 5Ha of employment land. The viability appraisal indicates a positive uplift from the proposed redevelopment including the creation of a new access on to the A31 Alresford bypass, and large area of open space (15Ha) (ref- EBNA22).
- Policy [WC1](#): a mixed use allocation which provides an opportunity to allow the primary school to expand. The viability assessment indicates a positive uplift from the proposed development as set out in the Submission LPP2. However, subsequent to the assessment, further information has become available on the costs of remediation and infrastructure set out in more detail in the Council's Further Statement on Matter 8; Main Modifications are now proposed to this policy to ensure that this policy is viable and deliverable (ref- EBWC13).

11. There are contingencies if other costs arise which could affect the delivery of sites. Policy CP3 of LPP1 would allow for a reduction in the affordable housing requirement if current unknown costs bring viability into question (as recognised for policy SW2), thereby providing additional contingency that the sites can be brought forward within the plan period. Similarly, policy CP21 refers to the need to take account of the cumulative impacts of planning requirements on viability.

### Conclusion

12. In conclusion it is considered that the allocations in the Plan are economically viable and practically achievable within the Plan period the policies can be delivered in the ways proposed.

### Inspector's Question

**ii.) Will the monitoring proposed be sufficiently comprehensive and informative?**

13. The Monitoring Framework in Appendix D of LPP2 sets out how the delivery of each policy will be monitored. The key aims of the policy (target/direction) are listed against how it will be monitored (indicator), and where the information will come from. The performance of policies will be reported on as part of an Annual Monitoring Report (AMR) at the end of each year.

14. The monitoring will allow the measurement of how the Plan is being implemented and whether the objectives are being met. As set out in Local Plan Part 1 (para 10.12 onwards), this approach provides a mechanism for identifying if policies are failing to deliver and to take corrective action if required, including the need to initiate a review of the Plan. Reviews may be required to either roll it forward beyond its current end-date, to deal with any serious shortfall or unintended consequences identified in the monitoring, or if it becomes inconsistent with national policy (LPP1 paragraph 10.13).

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15. Housing delivery and trajectories will therefore be monitored and reported annually. The monitoring requirements for each policy are proportionate and information on other policies and proposals will be reported when available. This information will be used to inform assessments of the performance of policies.
16. The spatial planning objectives follow the three main outcomes of the Community Strategy ref- OD13 (Active Communities, Prosperous Economy, High Quality Environment); these are set out in full in Local Plan Part 1, Chapter 2. Each LPP2 policy will help to achieve one or more objectives as set out in the framework below.
17. The framework also incorporates the monitoring requirements identified in the Sustainability Appraisal (SA/SEA) ref- SUB4. Where the SA/SEA identified significant effects, its resulting mitigation measures have been addressed as part of individual policy requirements where appropriate, and are therefore not repeated in the framework. The monitoring framework also addresses the recommendation in the Equalities Impact Assessment (ref- SUB9) to monitor the impact of the policies/proposals in relation to equality groups.
18. Where policies in the Plan specify a number, such as the allocations policies which set out the number of dwellings to be delivered within the Plan period, a specific monitoring requirement has been included in the framework in line with Regulation 34 Town and Country Planning Act 2012. The affordable housing requirement for these sites is set out in Policy CP3 of LPP1 which has its own monitoring framework which will also be reported in the AMR.
19. Specific aspects of the Plan are monitored where practical and viable. Each policy contributes to one or more Community Strategy outcome/spatial objective set out in LPP1, and monitoring assesses how policies contribute to the overarching objective; other aspects of the outcomes are delivered through other mechanisms set out in Portfolio Holder Plans.
20. Modifications to the monitoring framework are proposed in Appendix 1 which clarify the function of the framework, its relationship with the Community Strategy and delivery of outcomes, and its link with the monitoring framework in LPP1 which includes information on when a review of the Plan would be triggered.

### Conclusion

21. In conclusion, it is considered that the monitoring proposed will be effective in assessing the delivery of the policies and informing a review of the Plan.

**Appendix 1.**

**Proposed Modifications to the Plan**

<b>Section/policy/paragraph</b>	<b>Amendments to Document</b>	<b>Reason</b>
Para 7.4	7.4 Planning policies inevitably become out of date and the Council will need to review Parts 1 and 2 of the Local Plan at some point in the future. At that time, it will be the most effective and proportionate use of resources for the Council to update both parts together, and produce a comprehensively updated and integrated local plan for the period beyond 2031. <u>The process for monitoring the performance of policies and triggering a review of the Plan is set out in Local Plan Part 1 (paragraph 10.12 onwards) and in Appendix D of this document.</u>	Clarification by Council in response to 51995
7.12	In order to deal with the effects of new housing a partnership of thirteen Solent local planning authorities, Natural England, Royal Society for the Protection of Birds, Hampshire and Isle of Wight Wildlife Trust, and Chichester Harbour Conservancy have agreed to support a mitigation strategy ( <del>Interim</del> Solent Recreation Mitigation Strategy) developed to meet the requirements of the Conservation of Habitats and Species Regulations 2010 (as amended).	To clarify that the Interim Strategy will be replaced by the definitive strategy in response to 52007
7.14	The full approach agreed is set out in the Interim Solent Recreation Mitigation Strategy published in December 2014 <u>and the Council is working with the partnership towards a definitive mitigation strategy.</u> The contributions collected will be used to implement the Strategy and will enable housing proposals to meet the requirements of the Habitat Regulations.	To clarify that the Interim Strategy will be replaced by the definitive strategy in response to 52007

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<p>Appendix D Monitoring Framework</p>	<p><u>The Monitoring Framework sets out how the delivery of each policy will be monitored. The key aims of the policy (target/direction) are listed against how it will be monitored (indicator), and where the information will come from. The performance of policies will be reported as part of an Annual Monitoring Report at the end of each year.</u></p> <p><u>The spatial planning objectives follow the three main outcomes of the Community Strategy (Active Communities, Prosperous Economy, High Quality Environment); these are set out in full in Local Plan Part 1, Chapter 2. Each LPP2 policy will help to achieve one or more objectives as set out in the framework below.</u></p> <p><u>The framework also incorporates the monitoring requirements identified in the Sustainability Appraisal (SA/SEA). Where the SA/SEA identified significant effects, its resulting mitigation measures have been addressed as part of individual policy requirements where appropriate, and are therefore not repeated in the framework below.</u></p>	<p>Clarification by Council to introduce and clarify the role of the monitoring framework.</p>			
<p>Appendix D Monitoring Framework Policy WIN1</p>	<p>Add in new indicator: <u>Number of extra care units completed</u></p>	<p>Addition by Council in response to Equalities Impact Assessment.</p>			
<p>Appendix D Monitoring Framework Policy WIN8</p>	<p>Amend indicator to read:</p> <table border="1" data-bbox="441 1166 1581 1305"> <tr> <td data-bbox="441 1166 775 1305">Additional new housing in Stanmore</td> <td data-bbox="775 1166 1144 1305">Number <del>and types</del> of new homes provided <u>and bed size</u> including affordable housing numbers and %.</td> <td data-bbox="1144 1166 1581 1305">WCC/HCC - annual monitoring <del>WCC Strategic Housing</del></td> </tr> </table>	Additional new housing in Stanmore	Number <del>and types</del> of new homes provided <u>and bed size</u> including affordable housing numbers and %.	WCC/HCC - annual monitoring <del>WCC Strategic Housing</del>	<p>Clarification by Council on monitoring requirements following the recommendations of the Equalities Impact Assessment (EQIA).</p>
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	<table border="1"> <tr> <td><u>New affordable housing</u></td> <td><u>Number of affordable homes delivered and percentage of total new houses provided.</u></td> <td><u>WCC/HCC - annual monitoring</u> <u>WCC – Strategic Housing</u></td> </tr> </table>	<u>New affordable housing</u>	<u>Number of affordable homes delivered and percentage of total new houses provided.</u>	<u>WCC/HCC - annual monitoring</u> <u>WCC – Strategic Housing</u>				
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Appendix D Monitoring Framework Policy BW2, 3, WC1-4, WK2-3	<p>Add source of information: <u>WCC –quarterly reporting to the Solent Recreation Mitigation Partnership.</u></p>	Clarification by Council on the source of information for monitoring.						
Appendix D Monitoring Framework Policy SHUA1	<p>Add new indicator:-</p> <table border="1"> <tr> <td><u>Mitigation of environmental impacts of housing developments under</u></td> <td><u>Number of new, additional dwellings permitted in the SRMS Charging Zone.</u> <u>Number of those dwellings</u></td> <td><u>WCC –quarterly reporting to the Solent Recreation Mitigation Partnership.</u></td> </tr> </table>	<u>Mitigation of environmental impacts of housing developments under</u>	<u>Number of new, additional dwellings permitted in the SRMS Charging Zone.</u> <u>Number of those dwellings</u>	<u>WCC –quarterly reporting to the Solent Recreation Mitigation Partnership.</u>	Clarification by Council on monitoring implementation of SRMP under policy SHUA1.			
<u>Mitigation of environmental impacts of housing developments under</u>	<u>Number of new, additional dwellings permitted in the SRMS Charging Zone.</u> <u>Number of those dwellings</u>	<u>WCC –quarterly reporting to the Solent Recreation Mitigation Partnership.</u>						



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	<p><u>the Habitat Regulations (Solent Recreation Mitigation Strategy – SRMS)</u></p>	<p><u>which make a financial contribution to the SRMS. Number of those dwellings which provide alternative mitigation measures.</u></p>					
<p>Appendix D Monitoring Framework Policy DM1</p>	<p>Add in new indicator:-</p> <table border="1" data-bbox="443 515 1581 592"> <tr> <td data-bbox="443 515 770 592"> <p><u>Specialist housing</u></p> </td> <td data-bbox="781 515 1182 592"> <p><u>Number of Extra Care units completed each year</u></p> </td> <td data-bbox="1193 515 1581 592"> <p><u>WCC - planning permissions</u></p> </td> </tr> </table>			<p><u>Specialist housing</u></p>	<p><u>Number of Extra Care units completed each year</u></p>	<p><u>WCC - planning permissions</u></p>	<p>Addition by Council on monitoring requirements following the recommendations of the Equalities Impact Assessment.</p>
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