WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK

LOCAL DEVELOPMENT SCHEME

October 2015



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1.0 INTRODUCTION

- 1.1 The Planning and Compulsory Purchase Act 2004 introduced the concept of Local Development Frameworks (LDFs) which are portfolios of planning policy and other documents, including the statutory development plan for a local authority area. The programme for the preparation of these documents is the **Local Development Scheme** (LDS).
- 1.2 Winchester City Council's first LDS was adopted in March 2005. Updates were made in 2006, 2007, 2010, 2011, 2012, 2013 and, most recently, in January 2014. These updates reflect changes in national planning legislation such as the introduction of the Localism Act 2011, the National Planning Policy Framework 2012 and other consequential changes to the regulations governing the preparation of development plans.
- 1.3 Following adoption of the Winchester District Local Plan Part 1 Joint Core Strategy (March 2013), and subsequent progress on Local Plan Part 2 -Development Management and Allocations, this latest version of the LDS will cover the period to the end of 2017 and set out details of remaining Local Development Documents to be produced. It also includes an assessment of identified risks and contingencies as part of programme management.
- 1.4 The preparation of the Local Plan Part 2 needs to be supported by a robust evidence base. In that respect, the Council's extensive library of documents can be viewed on its website <u>here</u>.

2.0 WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK

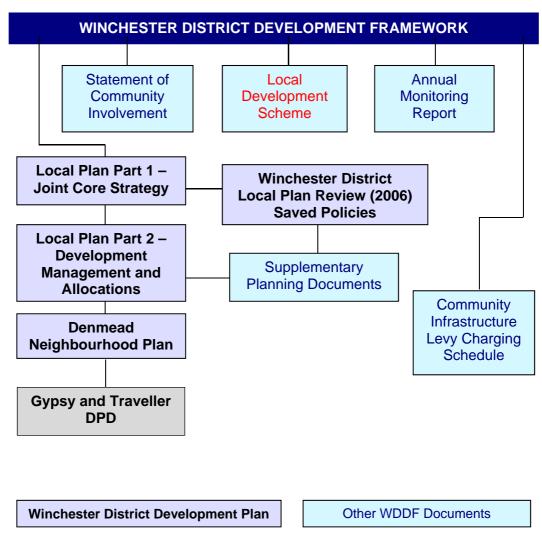
2.1 The Winchester Development Framework (WDDF) comprises the following:

Winchester District Development Plan

- Winchester District Local Plan Part 1 Joint Core Strategy
- Winchester District Local Plan Part 2 Development Management and Allocations
- Saved Policies of the Winchester District Local Plan Review (2006)
- Denmead Neighbourhood Plan
- Winchester District Gypsy and Traveller Accommodation Development Plan Document

Other WDDF Documents

- Various Supplementary Planning Documents which can be viewed by using <u>this link</u> to the Council's website.
- Community Infrastructure Levy Charging Schedule
- Statement of Community Involvement (2007)
- Annual Monitoring Report (currently December 2014)
- Local Development Scheme (this document).
- 2.2 There may be a need for additional documents to be produced. Any new documents, or changes to the programme for currently planned documents, will require a change to the Local Development Scheme. The component parts of the WDDF, and the relationship between them, are illustrated below.





Related Strategies

- 2.3 The WDDF reflects the vision and priorities of the Council's Community Strategy, which was refreshed in 2013. WDDF policies particularly those in Local Plan Part 1, have been developed jointly to ensure that the Framework continues to act as the delivery mechanism for community aspirations that have implications for spatial planning.
- 2.4 The Council has other strategies which the WDDF reflects, for example the Council's Economic Strategy and the Winchester Town Access Plan. The WDDF will also have regard to the plans and strategies of other bodies and organisations operating within the District, and from neighbouring local authorities. This includes the strategies which will be developed by the Partnership for Urban South Hampshire (PUSH) and the Local Economic Partnerships for the Solent and M3 areas.

2.5 A significant part of Winchester District lies within the South Downs National Park which, since 1 April 2011, is the Planning Authority for this area.

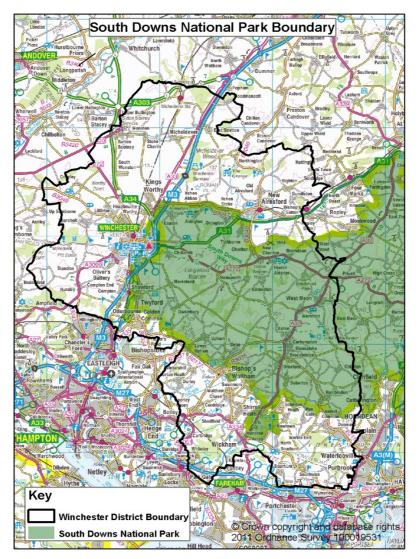


Figure 2: South Downs National Park

- 2.6 The City Council led work on the adoption of the Winchester District Local Plan Part 1 - Joint Core Strategy (LPP1) and will continue to liaise with the National Park Authority on the implementation of its policies. The Park Authority is preparing its own (single) Local Plan, including site allocations, with adoption planned in 2017.
- 2.7 The Council's Local Plan Part 2 Development Management and Allocations (LPP2) therefore excludes that part of Winchester District that lies in the National Park, as does the Community Infrastructure Levy Charging Schedule (see 4.1 below).

Local Plan Review 2006 Saved Policies

- 2.8 Several of the 2006 Local Plan Review policies have been superseded by updated or new policies in LPP1. The remainder are 'saved' and will continue to apply in determining planning applications until they replaced or updated by equivalent policies in LPP2.
- 2.9 LPP2 forms part of the 'Development Plan' for the District outside of the South Downs National Park and it should be noted that the saved policies from the Local Plan Review 2006 will remain in force only for the National Park part of the district until the National Park Authority adopts its own local plan. The saved policies are listed in **Appendix 2**..

3.0 LOCAL DEVELOPMENT DOCUMENTS

Local Plan Part 1 - Joint Core Strategy (LPP1)

3.1 The Joint Core Strategy was developed with the South Downs National Park Authority (SDNPA). It was submitted for examination in June 2012, examined in October/November 2012 and formally adopted by the City Council on 20th March 2013.

Local Plan Part 2 - Development Management and Allocations (LPP2)

- 3.2 This will provide the necessary detail to supplement LPP1 through the identification and allocation of non-strategic sites, plus the detailed policies required to assess and determine planning proposals and applications. Given the SDNPA's preparation of a local plan to cover the whole of the National Park, LPP2 will only cover that part of Winchester District outside the SDNPA boundary (Figure 2 on page 3).
- 3.3 Evidence gathering and 'front-loading' for LPP2 commenced during 2012 which included extensive consultation with local communities on development needs and options for site allocations. Consultation under Regulation 18 was held during October to December 2014.

3.4	The details of LPP2, including the timetable for its preparation, are set out
	below and illustrated on the Gantt chart at Appendix 1.

LOCAL PLAN PART 2 - DEVELOPMENT MANAGEMENT AND ALL OCATIONS

DOCUMENT DETAILS			
Role and content	The allocation of sites required to meet development requirements and provide further detail for the management of development at the local level through detailed policies, allocations and designations		
Geographical coverage	Winchester District (excluding that part within the South Downs National Park and any area subject to an adopted Neighbourhood Plan)		
Status	Local Development Document (Local Plan)		
Chain of Conformity	With Local Plan Part 1 – Joint Core Strategy, and the Hampshire Minerals and Waste Development Framework		

TIMETABLE OF KEY STAGES (Key Milesto	nes in bold type)			
Community involvement in development of issues and options	Ongoing			
Draft LDD and draft Sustainability Appraisal (SA) for consultation (Reg. 18)	October – December 2014			
Consideration of representations and preparation of revised LDD	January – September 2015			
'Publication' (Pre-Submission) LDD and final SA (Regs. 19 & 20)	November – December 2015			
Consideration of representations and preparation of proposed modifications	January - February 2016			
Submission of LDD and SA to the Secretary of State (Regs. 22 & 23)	March 2016			
Examination of LDD and SA (Reg. 24)	Commences at Submission (above)			
Hearing period	June - July 2016			
Consultation on possible proposed Main Modifications Aug – Sept 2016				
Inspector's Report – final (Reg. 25)	October 2016			
Adoption and publication of LDD and revised Local Plan Policies Map (Reg. 26)	November 2016			
ARRANGEMENTS FOR PRODUCTION				
Management	Overall project management by Cabinet (Local Plan) Committee. Day to day process management by Strategic Planning Team with input from other Council officers and liaison with parish councils.			
Resources	Internal: Strategic Planning Team in conjunction with other Council officers. Progress is subject to staff resources and budget provision. External: Liaison with Hampshire County Council, PUSH authorities, parish councils and other bodies as required. Use of specialist consultants as required.			
Community and stakeholder involvement	As set out in the Statement of Community Involvement, including regular liaison with parish councils.			

Gypsy and Traveller Site Allocations Development Plan Document

The Council is part of a consortium of local and National Park authorities that commissioned an assessment of the accommodation needs of gypsies and travellers in Hampshire, including Winchester District. The findings of this assessment and other related documents are included in LPP2 and available on the Council's website <u>here</u>. The Government has recently revised the definition of travellers and this will require an updated assessment of traveller accommodation needs.

The Gypsy and Traveller development plan document will establish a target for the number of traveller pitches / plots needed and allocate the sites necessary to meet the needs identified, in accordance with the requirements of the NPPF and reflecting the development strategies and proposals already expressed in Local Plan Part 1 and 2.

GYPSY AND TRAVELLER DEVELOPMENT PLAN DOCUMENT				
Role and content	The identification of traveller accommodation needs and allocation of sites required to meet the needs of the gypsy and traveller community.			
Geographical coverage	Winchester District (excluding that part within the South Downs National Park)			
Status	Development Plan Document			
Chain of Conformity	Local Plan Part 1 – Joint Core Strategy, Local Plan Part 2 – Development Management and Site Allocations and the Hampshire Minerals and Waste Development Framework			
TIMETABLE OF KEY STAGES (Key Milesto	nes in bold type)			
Community involvement in development of issues and options	Ongoing			
Draft LDD and draft Sustainability Appraisal (SA) for consultation (Reg. 18)	November 2016			
Consideration of representations and preparation of revised LDD	January – June 2017			
'Publication' (Pre-Submission) LDD and final SA (Regs. 19 & 20)	July 2017			
Consideration of representations and preparation of proposed modifications	Aug - Sept 2017			

Submission of LDD and SA to the Secretary of State (Regs. 22 & 23)	October 2017		
Examination of LDD and SA (Reg. 24)	Commences at Submission (above)		
Hearing period	December 2017		
Consultation on possible proposed Main Modifications	Jan – Feb 2018		
Inspector's Report – final (Reg. 25)	April 2018		
Adoption and publication of LDD and revised Local Plan Policies Map (Reg. 26)	June 2018		
ARRANGEMENTS FOR PRODUCTION			
Management	Overall project management by Cabinet (Local Plan) Committee. Day to day process management by Strategic Planning Team with input from other Council officers and liaison with parish councils.		
Resources	Internal: Strategic Planning Team in conjunction with other Council officers. Progress is subject to staff resources and budget provision. External: Liaison with neighbouring local authorities, Hampshire County Council, parish councils and other bodies as required. Use of specialist consultants as required.		
Community and stakeholder involvement	As set out in the Statement of Community Involvement.		

Neighbourhood Plans

- 3.6 Neighbourhood Plans, introduced by the Localism Act 2011, are primarily community-led planning policy documents which allocate land for development. They may also include locally-derived policies to control the location and appearance of new development. As well as setting out details of procedures, Neighbourhood Planning regulations introduced in 2012, clarify the role and responsibilities of the local planning authority in supporting the preparation of Neighbourhood Plans.
- 3.7 In the Winchester District there is one fully 'made' Neighbourhood Plan covering Denmead. The parish council was awarded 'front runner' monies in 2011 and proceeded to undertake extensive community consultation and

evidence gathering in the preparation of its plan. This was submitted for examination in 2014, subject to a successful referendum in March 2015 and formally 'made' by Winchester City Council on 1 April 2015.

3.8 The Denmead Neighbourhood Plan now forms part of the development plan for the plan's designated area and its policies and proposals will be used to assess and determine planning applications.

4.0 OTHER DEVELOPMENT FRAMEWORK DOCUMENTS

Community Infrastructure Levy

- 4.1 The Community Infrastructure Levy (CIL) is mechanism for raising funds from new development for essential infrastructure. It will largely - but not completely - replace the current system of financial contributions and planning obligations ('Section 106 agreements'). Under the CIL regulations, limitations have been placed on the ability of councils to collect S106 monies to provide for infrastructure beyond the mitigation of specific developments.
- 4.2 The Council's Charging Schedule was adopted on 8 January 2014 and brought into effect on 7 April 2014. More information on the CIL is available on the Council's website <u>here</u>. The South Downs National Park Authority is preparing its own Charging Schedule that will be adopted by it as the relevant 'charging authority'.

Supplementary Planning Documents (SPDs)

4.3 Although part of the WDDF, SPDs no longer need to be identified in the Local Development Scheme. The Council's website has a list of <u>approved SPDs</u>.

Statement of Community Involvement (SCI)

4.4 The Council adopted the SCI in July 2007 and it is available on the website <u>here</u>. It may be appropriate to update the document in the future, but there is no timetable for any revision while resources are limited and priority is given to other WDDF documents.

Strategic Environmental Assessment and Sustainability

Appraisal

- 4.5 Achieving sustainable development is at the heart of the planning system. In preparing Local Development Documents (LDDs), attention will be given to the expected environmental outcome of proposed plans. All LDDs will be subject to Sustainability Appraisal (SA). A European Union Directive (July 2006) requires that all plans likely to have significant effects on the environment must incorporate a Strategic Environmental Assessment (SEA).
- 4.6 Whilst the SA/SEA process examines the concept of sustainability through consideration of social, economic and environmental impacts, matters of health and equalities also need to be incorporated into impact assessments for policy formulation. The approved SA/SEA framework therefore includes a specific section on health under the objective "to improve the health and well being of all". The issue of equalities falls outside this remit, but it is a requirement of the Council under the 'Equality Standard for Local Government' to include this element in fulfilling its duties in promoting equality in service provision.

- 4.7 LPP1 was subject to SA / SEA and Equality Impact Assessments. A Sustainability Appraisal and Strategic Environmental Assessment of the policies and allocations in LPP2 is an integral part of the preparation of the document, particularly with regard to the assessment of reasonable alternatives to ensure that those sites allocated have been fully assessed. It will also be necessary to follow these procedures during the preparation of the Gypsy and Traveller Site Allocations DPD. All relevant SA documents are available on the Council's website here.
- 4.8 Local Development Documents must also comply with the requirements of the European Community's Habitats Regulations on the conservation of natural habitats and of wild fauna and flora (Directive 92/43/EEC, May 1992). The Regulations provide for the designation and protection of 'European sites', the protection of 'European protected species', and the adaptation of planning and other controls for the protection of European sites. An assessment of the impact of both the development strategy and strategic development allocations was undertaken for LPP1. Draft LPP2 has been subject to an <u>HRA screening</u> report which concluded that "*suitable mitigation is provided through strategic policies in LPP1 and development management policies in LPP2 and available at the project level to ensure that there will be no significant in combination effects on European sites."*

5.0 DELIVERY AND IMPLEMENTATION

Resources

5.1 Preparation of the numerous components of the WDDF is co-ordinated by officers in the Strategic Planning Team. The team currently consists of 5.5 full-time equivalent (FTE) posts, down from the 7.2 FTEs recorded by the LDS in 2009. The team's responsibilities cover areas additional to the WDDF and, in particular, neighbourhood planning, sub-regional planning and the implementation of major development schemes. The current structure of the team is shown below.

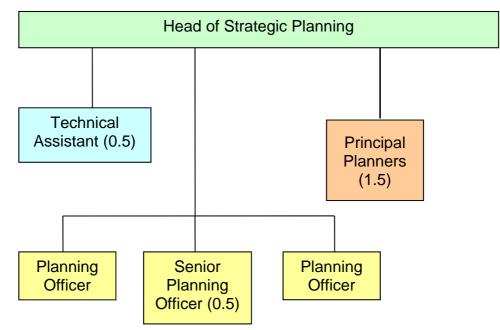


Figure 3: Strategic Planning Team

- 5.2 The WDDF is a corporate strategy and has been prepared jointly with other Council services, notably with work on the Community Strategy and the Economic Strategy. Officers from other services have already been involved in both Local Plan Part 1 and CIL, and will continue to contribute to Local Plan Part 2 as necessary. Their specialist knowledge supplements the work of the Strategic Planning team, and is essential given the reduced staffing levels in the team in recent years.
- 5.3 Given the current financial situation, the Council's budgetary commitments to the WDDF have been reduced. Whilst current funding levels are sufficient for the preparation of LPP2, the ability to appoint external consultants to assist with the evidence base or other elements of the WDDF has also been reduced, although some ongoing capacity for such work needs to be maintained. The situation will be carefully monitored to ensure that sufficient funds are available to progress the WDDF, particularly those stages such as the Local Plan Public Examination which requires a specific financial allocation.

Further funds may be required to progress the Gypsy and Traveller DPD which was originally intended to form part of LPP2. As this is to be progressed as an independent DPD it will need to conform to all regulatory stages including submission and examination. These, together with ensuring a robust evidence base is prepared and that emerging policy progresses through the SA/SEA/HRA processes, are likely to require additional funding, during 2015/16.

Risk Assessment and Management

- 5.4 The production of complex documents within the WDDF requires consideration of the potential risks involved in their preparation. These vary from local matters, such as changes in staffing levels or political / administration changes, to those of national or regional significance including publication of revised government guidance.
- 5.5 The matrix in Table 1 below identifies a range of potential risks, their impact and likelihood of occurrence, together with contingency and mitigation measures.

Monitoring and Review

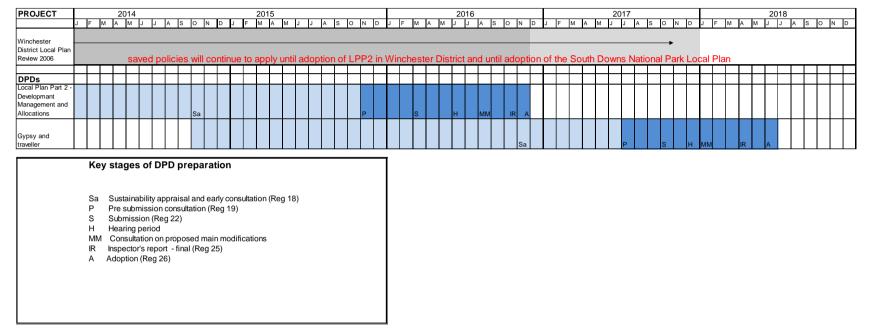
- 5.6 The Council's Annual Monitoring Report (AMR) will monitor the progress of the LDS on an annual basis, reporting in December each year. The latest version is available to view <u>here</u>.
- 5.7 The AMR will monitor the delivery of policies when they have been adopted as well as referring to the Council's projects and programme in relation to the Duty to Co-operate. Targets and indicators have been identified for the policies within Local Plan Part 1 and draft LPP2.
- 5.8 The <u>Strategic Housing Land Availability Assessment</u> (SHLAA) will be updated to inform the delivery of housing requirements. Other elements of the evidence base will be updated and expanded as necessary.

Table 1: Winchester District Development Framework - Risk Assessment Matrix

Risk	Likelihood	Impact	Contingency	Mitigation
A team member may leave	High	High	Spread knowledge of the WDDF throughout the team to minimise impact.	Re-appoint as soon as possible if budget restrictions permit. Alternatively, seek to re-deploy staff from via the Council's 1Team approach.
New national legislation	Medium	Medium	The National Planning Policy Framework and the Localism Act have reformed the planning system. Delays in the delivery of plans may occur in terms of compliance with the NPPF as a result of challenges on local interpretation.	Some flexibility has been included in the timescales for Local Plan production.
Legal challenge	Medium	High	Post adoption of a Local Plan, there is a six week challenge period. LPP1 was subject to such a challenge and this placed a degree of uncertainty over the status of the policies and proposals.	To reduce risk of challenge, ensure the Local Plan is legally compliant, is based on robust evidence and been subject to extensive consultation. Resist challenges made through the Courts where they are not well- founded.
Problems arising from joint working; compliance with the duty to co-operate.	Low	Medium	Close working with other authorities and Council Members to detect issues early in the process	Some flexibility is included in the Local Plan timescales. Continuing discussions with neighbouring authorities. The Council is also represented on project boards/ steering groups of major development sites.
Programme slippage	Medium	Medium	Contingency time is built into the LDS programmes, which includes sufficient time to deal with a large number of representations.	Sufficient flexibility is included in the Local Plan timescales. Revise LDS where necessary. Ensure sufficient resources available

Risk	Likelihood	Impact	Contingency	Mitigation
				to complete future stages.
Local Plan found not to be 'sound'	Low	High	Seek advice from PINS at key stages (e.g. advisory visits) and be prepared to make modifications. Develop and take account of sound evidence.	Develop sound technical evidence base. If necessary, go back to an earlier stage, revise the plan and re- submit.
Timely provision of infrastructure	High	High	Discussions with infrastructure providers have been focussed through the Infrastructure Study (IS) and Infrastructure Delivery Plan (IDP). With confirmation of the development strategy for the District in LPP1, LPP2 simply adds further details so it is not expected that there will be any significant variations with the provision of infrastructure.	Continuing engagement with infrastructure providers and development of the IS and IDP will help ensure timely provision. Strategic infrastructure is established in LPP1, but it is also necessary to plan for local provision through site allocations in LPP2.
Failure to secure agreement of full Council to Local Plan	Medium	Medium	It is important to work closely with all elected Members and to raise awareness of the WDDF/Local Plan, and to secure an up to date development plan that complies with the NPPF.	Build sufficient flexibility into the strategy and timescales.
Inspector's report includes recommendations that the Council finds difficult to accept	Medium	Medium	Although the Inspector's recommendations are no longer binding (except for any modifications proposed by the Council), the Plan may not be 'sound' unless it is modified. The Council will need to consider all recommendations if it wishes to have an up to date development plan in place as required by the NPPF.	Keep Council Members up to date on issues arising and likely recommendations.

APPENDIX1



WINCHESTER DISTRICT LOCAL DEVELOPMENT FRAMEWORK - DPD PROGRAMME (October 2015)

APPENDIX 2

List of Saved/Replacement Policies

The Saved Policies from the Winchester District Local Plan Review (2006) will no longer apply on the adoption of LPP2 to that part of the District that lies outside the South Downs National Park. Saved policies will continue to apply for development management purposes within the South Downs until replaced by policies in the South Downs Local Plan currently being prepared.

The table below lists all the 'saved' policies and explains which policies replace them or why they are not carried forward in LPP2. List focusses on the development management policies in LPP2 but site allocation policies may also be applicable.

'Saved' WDLPR Policy	Policy Topic	LPP2 Policy/Paragraph or reason for deletion
DP2	Master Plans (major landowners/users)	DM13
DP3	General design criteria	DM15, DM16
DP4	Maintaining or enhancing townscape and landscape	DM14, DM22 + site specific allocations
DP5	On-site amenity open space	DM5, DM16 + site specific allocations
DP10	Pollution-generating development	DM16, DM18
DP11	Un-neighbourly uses	DM16, DM18, DM19
DP12	Pollution-sensitive development	DM18
DP13	Development on contaminated land	DM20
DP14	Public utilities and telecommunications	DM21
CE17	Re-use of non-residential buildings in the countryside	DM31 (for historic buildings)
CE19	Residential caravans/mobile homes (agricultural or forestry workers)	DM10
CE20	Housing for agricultural or forestry workers	DM10
CE21	Removal of occupancy conditions (agricultural or forestry workers)	DM10
CE22	Dwellings for other rural workers not connected with agriculture or forestry	DM10
CE23	Replacement or extension of dwellings in the countryside	DM1, DM2, DM3
CE24	Change of use of existing buildings to residential	DM31 (if listed building / historic interest)
CE25	Change of use of buildings in extensive grounds	partly covered by DM31 for historic buildings
CE26	Staff accommodation in association with large buildings	Not carried forward, partly covered by DM10

'Saved'		LPP2
WDLPR Policy	Policy Topic	Policy/Paragraph or reason for deletion
CE28	Recreation and tourist facilities in the countryside	DM12
HE1	Preservation of archaeological sites	DM25
HE2	Assessment of archaeological sites	DM25
HE4	Conservation Areas - setting	DM26
HE5	Conservation Areas - new buildings and extensions	DM26
HE6	Conservation Areas - detail required	DM26
HE7	Conservation Areas - demolition of buildings	DM27
HE8	Conservation Areas - retention of features	DM26, DM32
HE9	Removal or alteration of shopfronts	DM32
HE10	Replacement of shopfronts	DM32
HE11	Advertisements and signage	DM32
HE12	Blinds, canopies and shutters	DM32
HE14	Alterations to Listed Buildings	DM28, DM29
HE17	Change of use of redundant historic agricultural and other rural industrial buildings	DM31
H3	Development within Settlement Policy Boundaries	DM1
H10	Change of use or redevelopment of mobile home/caravan parks	Not carried forward.
SF1	Commercial development in town and village centres	DM6
SF2	Loss of commercial or leisure floorspace in town and village centres	DM6
SF3	Food and drink uses in town and village centres	DM6
SF5	Loss of retail floorspace in primary shopping areas	DM7
RT1	Open areas with important amenity value	DM4
RT2	Loss of important recreational areas	DM4
RT5	Improvements in recreational provision	Site allocation policies
RT11	Equestrian Development	DM11
RT12	Golf-related Development	DM12, DM22
RT13	Noisy Sports	DM12, DM19, DM22
RT16	Leisure or tourism facilities in the countryside	DM12, DM22
RT17	Camping/Caravanning Sites	DM12, DM22
RT18	Short-stay tourist accommodation in countryside	DM12, DM22
T2	Development requiring new or improved access	DM17

'Saved' WDLPR Policy	Policy Topic	LPP2 Policy/Paragraph or reason for deletion
Т3	Development layout	DM17
T4	Parking standards	DM17
Т9	Rail freight interchange facilities	Hampshire Minerals & Waste Plan Policy 19
T12	(i) Safeguarded land - Botley by-pass	SHUA5
	(ii) Safeguarded land - Whiteley Way	Not carried forward
W2	Broadway/Friarsgate	WIN4
W4	Park & Ride facilities	Car parking strategy and site allocations
W6	New public car parks	Not carried forward, covered by Parking Strategy
W7	Residential parking standards (Winchester)	DM17 / Residential Parking Standards SPD
W10	New footways/footpaths	Not carried forward as unimplemented schemes not sufficiently deliverable
W11	New bridleway	Implemented
S1	Bishop's Waltham Ponds	DM4
S2	Winchester Road/Malt Lane, Bishop's Waltham	Not carried forward as not sufficiently deliverable
S4	Pondside, Bishop's Waltham	Implemented
S7	Hillsons Road Industrial Estate, Curdridge	Not carried forward,
S10	Former Station Yard, Sutton Scotney	Not carried forward
S12	Whiteley Green	SHUA1
S13	'Solent 2' east of Whiteley Way	SHUA2
S14	'Solent 2', west of Whiteley	SHUA3
S15	Little Park Farm, Whiteley	SHUA4