

WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK

LOCAL DEVELOPMENT SCHEME

January 2014



Winchester
City Council

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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 and, most recently, in June 2013 to reflect changes following 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 2015 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 new Local Plan 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 [here](#).

2.0 WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK

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

Winchester District Development Plan

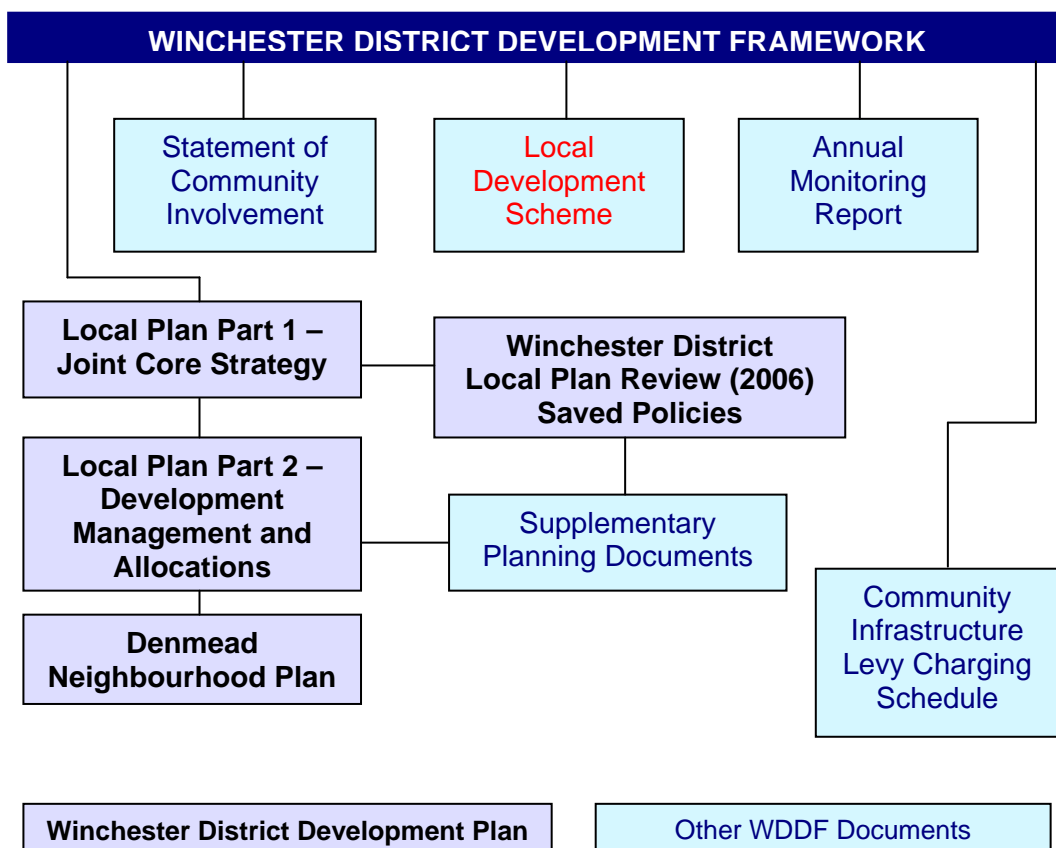
- Winchester District Local Plan Part 1 - Joint Core Strategy
- Winchester District Local Plan Part 2 - Development Management and Allocations
- Saved Policies of the Winchester District Local Plan Review (2006)
- Denmead Neighbourhood Plan

Other WDDF Documents

- Various Supplementary Planning Documents which can be viewed by using [this link](#) to the Council's website.
- Community Infrastructure Levy Charging Schedule
- Statement of Community Involvement (2007)
- Annual Monitoring Report (currently December 2012)
- 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.

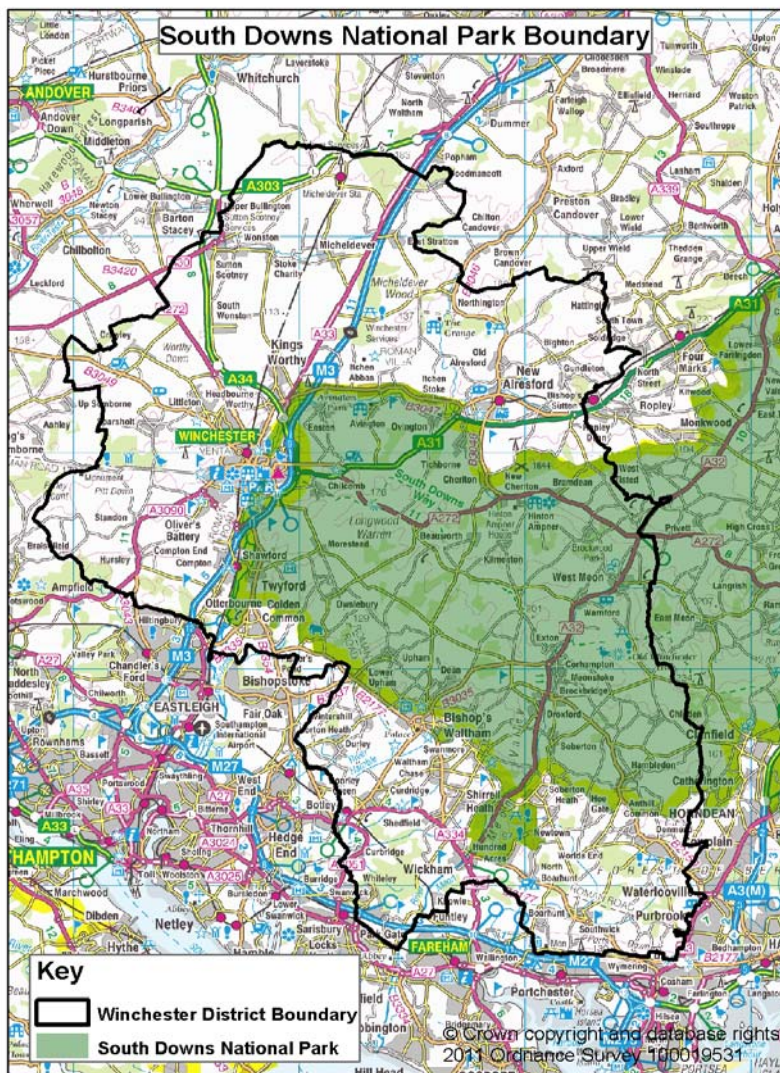
Figure 1: Winchester District Development Framework



Related Strategies

- 2.3 The WDDF reflects the vision and priorities of the Council's [Sustainable Community Strategy](#) (2010). This was refreshed in 2013 and 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 has 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) will therefore exclude that part of Winchester District that lies in the National Park, as will 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. 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 is well advanced, including consultation with local communities on development needs and options for site allocations. The Council is also part of a consortium of local and National Park authorities that has recently undertaken an assessment of the accommodation needs of gypsies and travellers in Hampshire, including Winchester District. This will feed into LPP2 in accordance with the requirements of the NPPF and is available on the Council's website [here](#).
- 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 ALLOCATIONS 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 Milestones in bold type)	
Community involvement in development of issues and options	Ongoing
Draft LDD and draft Sustainability Appraisal (SA) for consultation (Reg. 18)	July 2014
Consideration of representations and preparation of revised LDD	August – December 2014
‘Publication’ (Pre-Submission) LDD and final SA (Regs. 19 & 20)	January 2015
Consideration of representations and preparation of proposed modifications	February – April 2015
Submission of LDD and SA to the Secretary of State (Regs. 22 & 23)	May 2015
Examination of LDD and SA (Reg. 24)	Commences at Submission (above)
Hearing period and preparation of Inspector’s Report	July – October 2015
Inspector’s Report – fact check	October 2015
Inspector’s Report – final (Reg. 25)	November 2015
Adoption and publication of LDD and revised Local Plan Policies Map (Reg. 26)	December 2015
ARRANGEMENTS FOR PRODUCTION	
Management	Overall project management by Cabinet (LDF) Committee. Day to day process management by Strategic Planning Team with input from other Council officers (Steering Group) and liaison with parish councils.
Resources	<u>Internal</u> : Strategic Planning Team in conjunction with other Council officers. Progress is subject to staff resources and budget provision. <u>External</u> : 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 key links with the Local Strategic Partnership.

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 also clarify the role and responsibilities of the local planning authority in supporting the preparation of Neighbourhood Plans.
- 3.7 LPP2 will include reference to any “relevant body” that has the authority to undertake a Neighbourhood Plan. Only one parish council - Denmead - is currently preparing a Neighbourhood Plan. The parish council has been designated as a ‘front runner’ under the government’s initiative to promote this form of community planning. For its part, the City Council has adopted a ‘light touch’ approach to ensure that the area has some form of planning policy coverage pending completion of the Neighbourhood Plan process which will entail a successful outcome at both its examination and subsequent local referendum.
- 3.8 The timescale for the Denmead Neighbourhood Plan is separate from that for LPP2 and has progressed to the stage where a draft plan is expected to be published for consultation in March 2014. The provisional timetable up to the examination stage is shown below. When adopted, the Neighbourhood Plan will be used to assess and determine planning applications within the plan’s designated area.

Denmead Neighbourhood Plan: Timetable for Preparation

March 2014	Approval of Draft Plan by Parish Council
March/April 2014	Public consultation (minimum six weeks)
April/May 2014	Consideration of representations received
May 2014	Submission of Draft Plan to Winchester City Council
July 2014	Examination

4.0 OTHER DEVELOPMENT FRAMEWORK DOCUMENTS

Community Infrastructure Levy

- 4.1 The Community Infrastructure Levy (CIL) is a new 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 use S106 monies to provide for infrastructure beyond the mitigation of specific developments. The Council therefore intends to introduce its CIL before April 2015 when further S106 restrictions will be introduced.
- 4.2 The Council's Draft Charging Schedule was submitted for examination in July 2013. This took place through written representations and a public hearing in September 2013. The Examiner's report (October 2013) recommended only minor modifications and formal adoption of the Schedule is programmed for January 2014. Collection of CIL funds is expected to commence in April 2014. More information on the CIL is available on the Council's website [here](#). The South Downs National Park Authority are preparing their own Charging Schedule that will be adopted by them 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 [approved SPDs](#).

Statement of Community Involvement (SCI)

- 4.4 The Council adopted the SCI in July 2007 and is available on the website [here](#). 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.

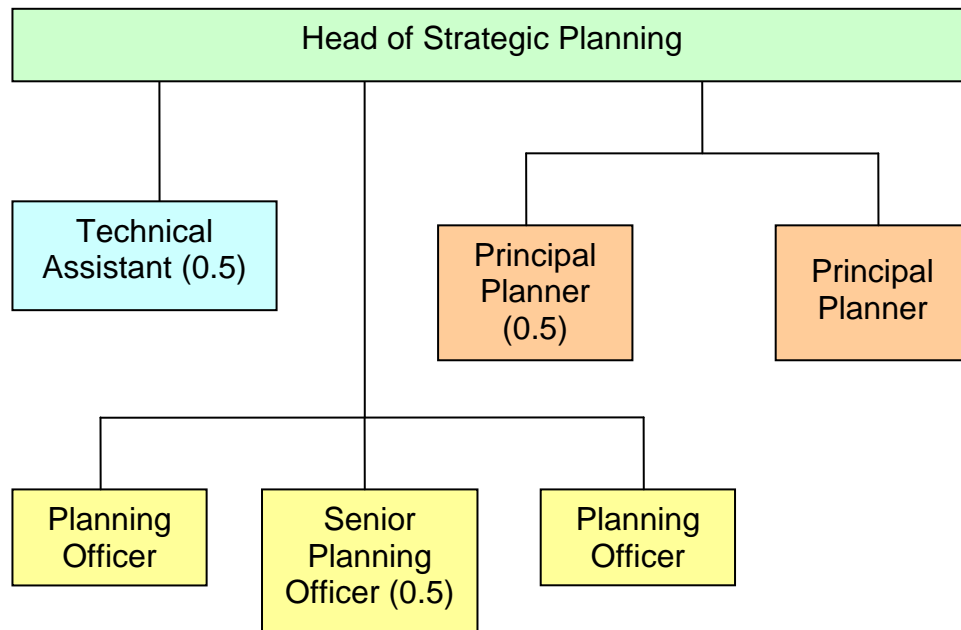
- 4.7 LPP1 was subject to SA / SEA and Equality Impact Assessments. A Sustainability Appraisal of the policies and allocations in LPP2 is an integral part of the preparation of the document. The SA's various iterations continued at all stages of LPP1, up to and including its adoption. All relevant SA 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 strategic development allocations on such sites was undertaken for LPP1.

5.0 DELIVERY AND IMPLEMENTATION

Resources

- 5.1 The input from many parts of the Council in preparing the components of the WDDF will be 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 Sustainable 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.

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 revised government guidance, e.g. the National Planning Policy Framework and the revocation of regional strategies.
- 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 [here](#).
- 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.
- 5.8 The [Strategic Housing Land Availability Assessment](#) (SHLAA) will be updated as necessary 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	<i>High</i>	<i>High</i>	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	<i>Medium</i>	<i>Medium</i>	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, as demonstrated in relation to the NPPF at LPP1 Submission stage, although these may need to be revised.
Legal challenge	<i>High</i>	<i>High</i>	Post adoption of a Local Plan, there is a six week challenge period. The LPP1 has been subject to such a challenge and the decision of the Courts could result in part or the entire plan being quashed. The Council is vigorously resisting this challenge.	To reduce risk of challenge, ensure the Local Plan 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.	<i>Medium</i>	<i>Medium</i>	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	<i>Medium</i>	<i>Medium</i>	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 to complete future stages.

Risk	Likelihood	Impact	Contingency	Mitigation
Local Plan found not to be 'sound'	<i>Low</i>	<i>High</i>	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.
Failure to work co-operatively with the South Downs National Park Authority	<i>Low</i>	<i>Low</i>	Liaison with the SDNPA has ensured that emerging documents are acceptable to both authorities and that committee timetables are co-ordinated to avoid delays.	Following adoption of LPP1, future Local Plans will be the responsibility of WCC or the SNDPA, rather than joint documents.
Timely provision of infrastructure	<i>High</i>	<i>High</i>	Discussions with infrastructure providers have been focussed through the Infrastructure Study (IS) and Infrastructure Delivery Plan (IDP), as the development strategy and impact on infrastructure has become clearer.	Continuing engagement with infrastructure providers and development of the IS and IDP will 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	<i>Medium</i>	<i>Medium</i>	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	<i>Medium</i>	<i>Medium</i>	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 DEVELOPMENT FRAMEWORK - LOCAL PLAN PROGRAMME (November 2013)

LOCAL PLAN	2012					2013					2014					2015																										
	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D									
Winchester District Local Plan Review 2006	----->																																									
	Saved policies continue until replaced by a new Local Plan policy																																									
LPP1 - Joint Core Strategy																																										
LPP2 - Development Management and Allocations																																										

KEY



Ongoing public & stakeholder engagement and evidence (Reg 18)

- Sa Sustainability Appraisal & early public participation
- D Draft Plan consultation (Reg 18)
- P Pre-Submission publication & consultation (Regs 19 & 20)
- S Submission (Reg 22)

- H Hearing sessions open
- IF Inspector's report - fact check
- I Inspector's report - final (Reg 25)
- A Adoption (Reg 26)

In accordance with Town and Country Planning (Local Planning) (England) Regulations 2012

APPENDIX 2

Local Plan Review 2006 Saved Policies (as at March 2013)

Policy	Topic
DP2	Master Plan requirement for large sites
DP3	General Design Criteria
DP4	Landscape and the Built Environment
DP5	Design of Amenity Open Space
DP10	Pollution Generating Development
DP11	Unneighbourly Uses
DP12	Pollution Sensitive Development
DP13	Development on Contaminated Land
DP14	Public Utilities
CE1	Strategic Gaps
CE2	Local Gaps
CE17	Re-use of Non-residential Buildings in the Countryside
CE19	Housing for Essential Rural Workers
CE20	Housing for Essential Rural Workers (permanent dwellings)
CE21	Removal of Occupancy Conditions
CE22	Dwellings for Other Rural Workers
CE23	Extension & Replacement of Dwellings
CE24	Conversion & Changes of Use to Residential
CE25	Conversion of Larger Buildings in Extensive Grounds
CE26	Staff Accommodation
CE28	Sustainable Recreation Facilities
HE1	Archaeological Site Preservation
HE2	Archaeological Site Assessment
HE4	Conservation Areas – Landscape Setting
HE5	Conservation Areas – Development Criteria
HE6	Conservation Areas – Detail Required
HE7	Conservation Areas – Demolition of Buildings
HE8	Conservation Areas – Retention of Features
HE9	Shopfronts – Retention of Existing
HE10	Shopfronts – New Shopfronts
HE11	Signage
HE12	Blinds & Shutters
HE14	Alterations to Historic Buildings
HE17	Re-use and Conversion of Historic Redundant, Agricultural or Industrial Buildings
H3	Settlement Policy Boundaries
H10	Mobile Homes (Loss)
SF1	Town Centre Development – New
SF2	Town Centre Development – Loss
SF3	Town Centre Development – Food & Drink
SF5	Primary Shopping Area
RT1	Important Amenity Areas

Policy	Topic
RT2	Important Recreational Space
RT5	Site Allocations for Recreation
RT11	Equestrian Development
RT12	Golf-related Development
RT13	Noisy Sports
RT16	Tourism & Leisure Facilities in the Countryside
RT17	Camping / Caravanning Sites
RT18	Permanent Short-Stay Tourist Accommodation in Countryside
T2	Development Access
T3	Development Layout
T4	Parking Standards
T9	Freight Facilities
T12	Safeguarded Land (Botley By-pass & Whiteley Way)
W2	Town Centre, Shopping & Facilities – Broadway/Friarsgate
W4	Park and Ride
W6	Parking Controls & Servicing – New Public Car Parks
W7	Parking Controls & Servicing – Parking Standards
W10	New Footpath Proposals
W11	New Bridleway Proposal
S1	Bishop's Waltham – Ponds
S2	Bishop's Waltham – Malt Lane
S4	Bishop's Waltham – Ponside
S7	Curdridge – Hilsons Road
S10	Proposals for Land at Former Station Yard Sutton Scotney
S12	Proposals at Whiteley Green
S14	Whiteley – Solent 2
S15	Whiteley – Little Park Farm