Winchester District

Development Framework

Local Development Scheme

Winchester City Council

June 2013



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1.0 **INTRODUCTION**

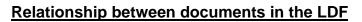
- 1.1 The Planning and Compulsory Purchase Act 2004 introduced the concept of Local Development Frameworks (LDF) which consists of a portfolio of documents that comprise the development plan for an area. The programme for the preparation of these documents is the Local Development Scheme (LDS).
- 1.2 Winchester City Council adopted its first LDS in March 2005, and this was subsequently revised in 2006, 2007, 2010 and 2011. The LDS was again updated in July 2012 to reflect changes in regulations following the Localism Act in 2011, National Planning Policy Framework 2012 and other consequential changes to legislation affecting development plan document preparation.
- 1.3 A further update is now required, following adoption of the Winchester District Local Plan Part 1 – Joint Core Strategy on 20 March 2013. This LDS will therefore cover the period 2013 – 2015.
- 1.4 This Scheme includes details of remaining documents to be produced now that Local Plan Part 1 has been adopted, primarily Local Plan Part 2 (Development Management and Allocations) and the Community Infrastructure Levy charging schedule. Also included is an assessment of risks and contingencies as part of programme management.
- 1.5 A 'Gantt chart' is attached at Appendix 1 which outlines document preparation and illustrates the key milestones to be met. Appendix 2 lists those policies which are saved pending replacement / amendment / deletion in Local Plan Part 2. Preparation of the LDF requires supporting evidence and the Council's extensive evidence base can be viewed at http://www.winchester.gov.uk/planning-policy/evidence-base/

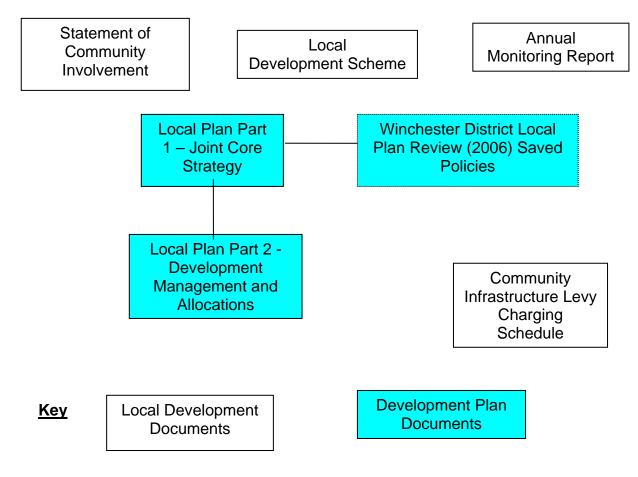
2.0 WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK

2.1 Winchester's LDF will comprise the following:

Development Plan Documents –

- 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, adopted July 2006 (set out at Appendix 2)
- Any statutory Neighbourhood Plan produced and adopted in accordance with the Localism Act 2011
- 2.2 Other LDF Documents -
 - Community Infrastructure Levy Charging Schedule
 - Statement of Community Involvement (adopted Jan 2007)
 - Local Development Scheme 2013 (this document)
 - Annual Monitoring Report (currently December 2012)
 - Various Supplementary Planning Documents which can be viewed on the Council's website <u>http://www.winchester.gov.uk/planning-policy/supplementary-planning-documents--spds-/</u>
- 2.3 There may be a need for additional documents to be produced. Any new DPDs, or changes to the programme for currently planned documents, will require a change to this LDS. .
- 2.4 The relationship between the documents of the LDF is illustrated in the following diagram :





Related Strategies

- 2.5 The LDF reflects the vision and priorities of the Council's Sustainable Community Strategy. The SCS has been refreshed and LDF policies, particularly those in Local Plan Part 1, have been developed jointly to ensure that the LDF continues to act as the delivery mechanism for those community aspirations that have a spatial planning implication.
- 2.6 The Council has other strategies which the LDF reflects, for example the Council's Economic Strategy and the Winchester Town Access Plan.
- 2.7 Finally, the LDF will 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 PUSH (Partnership for Urban South Hampshire) and the Local Economic Partnerships (LEPs) for the Solent and M3 areas.

The South DownsNational Park

2.8 A significant part of the District lies within the South DownsNational Park which is the Planning Authority for this area, since 1 April 2011.



- 2.9 The City Council has led work on the adoption of the Winchester District Local Plan Part 1 and will continue to liaise with the National Park Authority. The Park Authority has a commitment to produce its own single plan to include strategic and detailed matters, including site allocations, with adoption planned in 2017.
- 2.10 Therefore the City Council's Local Plan Part 2 Development Management and Allocations will exclude that part of the District that lies in the National Park, as will the Community Infrastructure Levy Charging Schedule.

WDLPR Saved Policies

2.11 Some of the 2006 Local Plan policies have been replaced by the adopted Local Plan Part 1 policies. The remainder are expected to be replaced / updated by Local Plan Part 2 - Development Management and Allocations, as appropriate.

3.0 **DEVELOPMENT PLAN DOCUMENTS**

Local Plan Part 1 - Joint Core Strategy

3.1 Local Plan Part 1 was prepared during 2006 – 2012, submitted for examination in June 2012, examined during October – November 2012 and formally adopted on 20 March 2013

Local Plan Part 2 - Development Management and Allocations DPD

- 3.2 This DPD will provide the necessary detail to supplement the Local Plan Part 1, through the identification and allocation of non-strategic sites, plus the detailed policies required to assess and determine planning proposals. Given the proposed preparation by the National Park Authority of a plan to cover the whole of the National Park, the Local Plan Part 2 will only cover that part of the District outside the National Park boundary.
- 3.3 Preparation of this DPD has commenced, following adoption of Local Plan Part 1. Evidence gathering and front-loading has already commenced. The Council has recently completed work on the accommodation needs of gypsies and travellers in the District and this will feed into this DPD in accordance with the requirements of the NPPF.
- 3.4 This DPD will include references to those Parishes undertaking a formal Neighbourhood Plan, although this will be a 'light touch' approach to ensure that those areas have some form of planning policy coverage pending completion of the Neighbourhood Plan process and a successful outcome at examination and referendum. At this stage there is only one Parish formally preparing a Neighbourhood Plan Denmead.
- 3.5 A detailed programme for Local Plan Part 2 Development Management and Allocations DPD is set out below:

Local Plan Part 2 – Development Manageme Document Details	ent and Allocations
Role and content	This Development Plan Document will allocate 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 of the District within the South Downs National Park and any areas subject to an adopted Neighbourhood Plan)
Status	Development Plan Document (DPD)
Chain of Conformity	With the Local Plan Part 1 – Joint Core Strategy and the Hampshire Minerals and Waste Framework
Timetable of Key Stages (Key Milestones sh	own in bold)
Sustainability Appraisal Scoping consultation with statutory consultees	October 2012 – December 2012
On-going participation in development of issues and options	October 2012 – June 2014
Publication of DPD and draft SA & pre- submission consultation period (Regs 19 & 20)	June 2014
Consideration of representations and preparation of proposed modifications	August 2014
Submission of Development Plan Document and SA report to the Secretary of State (Regs 22 &23)	September 2014
Hearing period: Consideration of DPD & SA by Inspector & preparation of Inspector's Report. (Reg 24)	September 2014 – March 2015
Pre-hearing meeting.	November 2014
Hearing sessions open	December 2014
Inspector's Report – fact check Inspector's Report – final (Reg 25)	February 2015 March 2015

Adoption: Adoption and publication of document and revised proposals map (Reg 26) Arrangements for Production	May 2015
Process management (Departmental Responsibility)	Strategic Planning Team with input from other Council services and liaison with Parish Councils.
Management arrangements	Overall project management by Cabinet (LDF) Committee. Day to day management by the Head of Strategic Planning working in conjunction with other Council officers through a Steering Group.
Internal resources	Strategic Planning Team working in conjunction with other Council officers. Progress is subject to adequate staff resources and budget provision.
External resources	Use of specialist consultants as required. Liaison with County Council, PUSH authorities, Parish Councils and other bodies 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 The Localism Act introduced the concept of Neighbourhood Plans, primarily a community-led planning policy document which allocates land for development and may include a series of locally derived policies to control the location and appearance of new development.
- 3.7 Neighbourhood Planning Regulations came into force in April 2012, which set out the procedure to be followed and clarified the role and responsibilities of the local planning authority in supporting the preparation and production of these. In the Winchester District, Denmead Parish Council has commenced preparation of its Neighbourhood Plan, being designated as a 'front runner' under the Government's initiative to promote this form of community planning.
- 3.8 Once adopted the Denmead Neighbourhood Plan will be used to assess and determine planning applications within the area defined. Denmead anticipates producing a draft plan by late 2013, although this will depend on progress with evidence gathering and community engagement.

4.0 **OTHER LDF DOCUMENTS**

Community Infrastructure Levy – CIL Charging Schedule

- 4.1 The Community Infrastructure Levy is a charge on new developments across the District, the monies from which can be used to fund local infrastructure projects where development occurs. The Council already collects contributions from developments or requires developers to enter into planning obligations via S106 agreements to secure funding for specific elements to enable the development to be implemented and for the necessary infrastructure to be funded. As of April 2015 these processes will no longer be available as a means to collect developer funding on a regular basis to fund infrastructure. The South Downs National Park Authority is also in the process of developing its CIL Charging Schedule. This will need to be adopted by the National Park Authority, as the CIL charging authority for the National Park.
- 4.2 Regulations to implement a Community Infrastructure Levy (CIL) were brought into effect in April 2010 and modified in April, November 2011 and December 2012. Proposed further amendments to the regulations were published in April 2013 by the Government for consultation. The Council plans to introduce CIL, taking account of the broad level and location of development adopted in Local Plan Part 1.
- 4.3 In order to introduce CIL the Council must produce and consult on a Charging Schedule, including a requirement for independent examination. Therefore, the process is similar to that for the adoption of DPDs, but follows the statutory requirements as set out in the Planning Act 2008 and corresponding CIL Regulations.

CIL Charging Schedule	
Timetable of Key Stages	
On-going participation in development Charging Schedule – viability testing	October 2011 – December 2012
Consultation on Preliminary Charging Schedule (6 weeks)	December 2012 – February 2013
Draft Charging Schedule published for representations (6 weeks)	April – May 2013
Submit draft Charging Schedule to be examined	July 2013
Pre- Hearing meeting if required	August 2013
Hearing sessions open	September 2013
Examiners report published	November 2013

Adoption	December 2013
Arrangements for Production	
Process management (Departmental Responsibility)	Strategic Planning Team with input from other Council services.
Management arrangements	Overall project management by Cabinet (LDF) Committee. Day to day management by the Head of Strategic Planning working in conjunction with other Council officers.
Internal resources	Strategic Planning Team working in conjunction with other Council officers. Progress is subject to adequate staff resources and budget provision.
External resources	Use of specialist consultants as required. Liaison with County Council, SDNPA, neighbouring authorities and other bodies as required.
Community and stakeholder involvement	As set out in the Statement of Community Involvement, including key links with the Local Strategic Partnership and infrastructure providers.

Supplementary Planning Documents (SPDs)

4.4 Supplementary planning documents are no longer required to be identified in the LDS, the Council's website contains an up to date list of approved SPDs http://www.winchester.gov.uk/planning-policy/supplementary-planning-documents--spds-/

Statement of Community Involvement (SCI)

4.5 The Council adopted the SCI in July 2007. It may be necessary to make revisions to the SCI at some point. However no programme has yet been prepared for its revision and priority is being given to other DPDs.

Strategic Environmental Assessment and Sustainability Appraisal

4.6 Achieving sustainable development is at the heart of the planning system. In preparing Local Development Documents, attention will be given to the expected environmental outcome of proposed plans. All Local Development Documents 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 formal Strategic Environmental Assessment (SEA). This applies to all Development Plan Documents.

- 4.7 Whilst the SA/SEA process examines the concept of sustainability through consideration of social, economic and environmental impacts, there is also the matter of health and equalities and these elements need to be incorporated into impact assessments for policy formulation. Accordingly, the approved SA/SEA framework includes a specific section on health under the objective "to improve the health and well being of all". Equalities however, 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 relation to promoting equality in service provision.
- 4.8 Consequently the Local Plan Part 1 has been subject to SA/SEA and Equality Impact Assessment and this exercise will need to be repeated to ensure that other DPDs equally assess this matter. All relevant documents can be viewed on the Council's website.
- 4.9 LDFs also have to comply with the requirements of the European Community's Habitats Regulations Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora. 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. To this extent further assessment of the impact of the proposed strategic site allocations on such sites has been undertaken.

5.0 **DELIVERY AND IMPLEMENTATION**

Resources

5.1 The LDS programme will require input from many parts of the Council, although this will be co-ordinated at officer-level by the Strategic Planning Team. The Strategic Planning Team currently consists of 5.5 full-time equivalent posts, a reduction from the 7.2 FTEs expressed in the 2009 LDS. The Team's responsibilities extend to cover areas additional to the Local Development Framework and, in particular, involvement in neighbourhood planning, subregional planning, supplementary planning documents and the planning and implementation of major development. This LDS is based on the existing establishment of the Strategic Planning Team, with the current structure of the Team shown in the figure below:

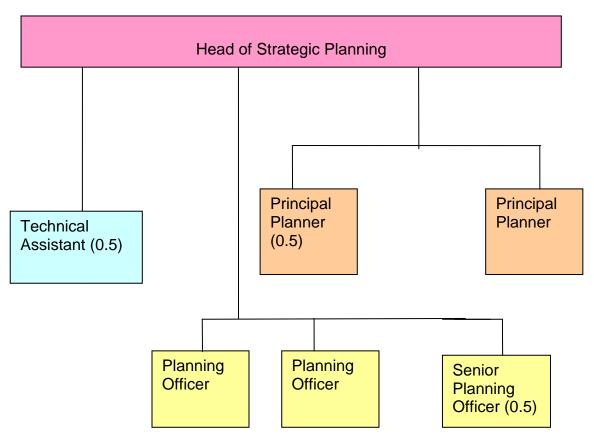


Figure 2: Structure of Strategic Planning Team

5.2 The LDF is a corporate strategy and has been prepared jointly with other parts of the Council, notably with work on the Sustainable Community Strategy and the Economic Strategy. Officers from other areas of the Council have already been involved in the development of the Local Plan Part 1 and will continue to contribute to Part 2 and CIL as necessary. Their specialist knowledge supplements the work of the Strategic Planning staff, and is now essential given the reduction in staff in the Strategic Planning Team. The ability to appoint external assistance with the evidence base or other elements of the LDF is also now reduced given the tight budget requirements of the Council, although some ongoing capacity for such work needs to be maintained.

5.3 The City Council made specific budgetary commitments to fund the LDF. However, given the current financial situation this has been reduced and there will be careful monitoring to ensure that sufficient funds are available to enable the LDF to progress to stages which require financial investment such as the Public Examination. Current funding levels are sufficient for the CIL Charging Schedule and Local Plan Part 2.

Risk Assessment and Management

- 5.4 The production of complex documents within the LDF requires consideration of the potential risks involved both through the preparation and production stages. Risks may vary from local matters such as changes in staffing levels or political / administration changes to those matters of national or regional impact including changes to government guidance, e.g. the National planning Policy Framework and the revocation of regional strategies which is still pending.
- 5.5 The following table identifies a range of potential risks, their impact and likelihood of occurrence together with contingency and mitigation measures.

Risk	Likelihood	Impact	Contingency	Mitigation
A team member may leave	High	High	Spread knowledge of LDF development throughout the team to minimise impact.	Reappoint as soon as possible if budget restrictions permit; alternatively seek to re-deploy staff from other areas of the Council via the Council's 1Team approach.
New national legislation	High	Medium	Introduction of the National Planning Policy Framework and the Localism Act has introduced new elements to the planning system. The NPPF in particular may result in challenges on local interpretation in terms of compliance with it. This could cause delay in delivery.	Some flexibility has been included in the timescales for DPD production, as demonstrated in relation to the NPPF at the Submission stage, although these may need to be revised.
Problems arising from joint working; compliance with the duty to	Medium	Medium	Close working with other authorities and Council Members to detect	Some flexibility has been included in the timescales for DPD production.

Risk	Likelihood	Impact	Contingency	Mitigation
cooperate.			issues early in the process	Discussions already take place with neighbouring LAs and the Council is represented on project boards/steering groups of major development sites
Legal Challenge	low	high	Post adoption of a DPD there is a 6 week challenge period – the outcome of this will be decided in the Courts and could result in part or all of the adopted plan being quashed	Ensure the DPD is based on sound evidence and been subject to extensive consultation to reduce risk of challenge.
Failure to work co- operatively with the South Downs National Park Authority	Low	low	Liaison with the SDNPA has ensured that emerging documents are acceptable to both authorities and that committee timetables are co- ordinated, to avoid substantial delays in the process.	Following adoption of local plan part 1 future DPDs are likely to be the responsibility of either WCC or the SNDP, rather than joint documents.
Timely provision of infrastructure	High	High	Discussions with infrastructure providers have been focussed through the Infrastructure Study and Infrastructure Delivery Plan, as the development strategy and impact on infrastructure for the District has become clearer.	Continuing engagement with infrastructure providers and development of the Infrastructure Study and Infrastructure Delivery Plan will help to ensure timely provision. Whilst at a strategic level infrastructure provision is established in local plan part 1, it is also necessary to plan for provision

Risk	Likelihood	Impact	Contingency	Mitigation
				at a more local level through the allocation of sites in part 2.
Programme slippage	Medium	Medium	Contingency time is built into the LDF programmes, which includes sufficient time to deal with a large number of representations.	Sufficient flexibility has been included in the timescales for DPD production. Revise LDS where necessary. Ensure sufficient resources available to complete future stages.
Failure to secure agreement of full Council to DPD.	Medium	Medium	It is important to work closely with all elected Members and to raise awareness of LDF/DPDs and the need to secure an up to date development plan in compliance with the NPPF.	Build sufficient flexibility into the strategy and timescales.
DPD found unsound	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
Inspectors report includes recommendations that the Council finds difficult to accept	Medium	Medium	Revised regulations means that the Inspectors report is no longer binding, except for modifications proposed by the Council. 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 Members updated on issues arising and likely recommendations arising.

6.0 MONITORING & REVIEW OF LDS

- 6.1 The Annual Monitoring Report (AMR) will monitor the progress of the LDS on an annual basis, reporting in December each year.
- 6.2 The AMR will also monitor the delivery of policies when they have been adopted and also refer to the Council's projects and programme in relation to the Duty to Cooperate. Targets and Indicators have been identified for the policies within Local Plan Part 1.
- 6.3 The 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.

APPENDIX 1

WINCHESTER DISTRICT LOCAL DEVELOPMENT FRAMEWORK - DPD PROGRAMME (June 2013)

PROJECT 2011							2012								2013														201	4						20	2015			
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KEY - CIL Charging Schedule Ongoing public & stakeholder participation C Consultation on Preliminary Charging Schedule + viability testing CR Draft published for representations																																								
	SE submit schedule for examination H Hearing sessions commence ER Examiners report published A Adoption																																							

APPENDIX 2:

Winchester District Local Plan Review (2006) Saved Policies

WDLPR	WDLPR 2006 Policy Topic
Policy No.	
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 HE11	Shopfronts – New Shopfronts Signage
HE11	Blinds & Shutters
HE12 HE14	Alterations to Historic Buildings
HE14 HE17	Re-use and conversion of historic redundant, agricultural or
	industrial buildings
НЗ	Settlement Policy Boundaries
H10	Mobile Homes (Loss)
SF1	Town Centre Development - New
SF2	Town Centre Development - Loss
SF3	Town Centre Development – Food & Drink

WDLPR 2006 Policy Topic
Primary Shopping Area
Important Amenity Areas
Important Recreational Space
Site Allocations for Recreation
Equestrian Development
Golf related development
Noisy Sports
Tourism & Leisure Facilities in the Countryside
Camping/ Caravanning Sites
Permanent Short-Stay Tourist Accommodation in Countryside
Development Access
Development Layout
Parking Standards
Freight Facilities
Safeguarded Land (Botley By-pass &Whiteley Way)
Town Centre, Shopping & Facilities -Broadway/Friarsgate
Park and Ride
Parking Controls & Servicing –
New Public car parks
Parking Controls & Servicing –
Parking Standards
New Footpath Proposals
New Bridleway Proposal
Bishop's Waltham –
Ponds
Bishop's Waltham - Malt Lane
Bishop's Waltham – Pondside
Curdridge – Hilsons Road
Proposals for land at former station yard Sutton Scotney
Proposals at Whiteley Green
Whiteley – Solent 2
Whiteley – Little Park Farm