

CAB1359(LDF)
FOR DECISION
WARD(S): GENERAL

CABINET (LOCAL DEVELOPMENT FRAMEWORK) COMMITTEE

6 December 2006

WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK - CORE STRATEGY

REPORT OF CHIEF EXECUTIVE

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RECENT REFERENCES:

CAB1215 - Statement of Community Involvement, Consultation Draft - 1 March 2006

CAB1302 - Statement of Community Involvement, Results of the Public Consultation Exercise - 26 July 2006

CAB1310 - Statement of Community Involvement, Submission Version – 21 August 2006

CAB1217 - Local Development Scheme - 1 March 2006

CAB 1328 - Winchester District Local Development Framework – Core Strategy – 11th October 2006

CAB 1346 – Establishment of Cabinet (Local Development Framework) Committee – 15th November 2006

RECOMMENDATIONS:

That the report be noted.

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DETAIL:

1 Introduction

- 1.1 At Cabinet on 11 October 2006, a need for special consideration by Members of the LDF was recognised on the basis that Member involvement, both by guiding LDF development and “owning” the final document, is critical to its success and essential if the Council is to realise its corporate priorities.
- 1.2 That report noted that there would be a requirement for the close involvement of a core group of Members who will need to regularly consider and debate the various components of the LDF, and at each stage to consider a variety of background papers, ranging from topic papers, sustainability appraisal and detailed reports of consultation responses. Accordingly it was agreed that a Cabinet (LDF) Committee be established, *“to oversee the preparation and production of Development Plan Documents ...”*.
- 1.3 This is the first meeting of the newly established Committee. As an introduction to Members a brief presentation will be given on the general principals behind LDF production and how this is to be approached in Winchester District, prior to considering in more detail matters in relation to the Core Strategy.

2 What is a Core Strategy?

- 2.1 Government advice in Planning Policy Statement (PPS12) – Local Development Frameworks - states that Core Strategies will set out the spatial vision, spatial objectives, policies and monitoring framework for a local authority area, and draw upon its vision and the aspirations of the community. They must demonstrably link to and be based upon sustainable development principles and, *inter alia*, determine the broad location of new housing and employment land necessary to meet the requirements of the Regional Spatial Strategy. The policies and proposals in the Core Strategy must provide certainty for at least 10 years from the date of adoption, and should be expressed in a longer-term time horizon to coincide with the Regional Spatial Strategy, which in the case of Winchester District is the emerging South East Plan that will cover the period to 2026.
- 2.2 PPS12, in addition to the Town and Country Planning (Local Development) (England) Regulations 2004, sets out a number of very specific processes that the LDF must adhere to. The production timetable for the Core Strategy is outlined in Appendix 1.

3 Evidence Base

- 3.1 Having up-to-date and meaningful evidence lies at the heart of the plans and strategies of the Council and its partners. The purpose of the evidence base is to assist with the identification of opportunities, constraints and issues for the area. In

general there is an assumption that the stronger the evidence base then the more robust the Core Strategy and other development plan documents are likely to be. Guidance in PPS12 lists a number of components of the evidence base.

- 3.2 Appendix 2 summarises the topics to be included, together with their status and officers responsible for preparation. It must however, be noted that a number of the existing studies and strategies referred to were prepared some time ago and to be of use and make a positive contribution to the LDF will need to be updated in time to inform the preparation of the Core Strategy. This obviously has resource implications, and it is therefore pertinent that a corporate approach to data collection is established and recognised throughout the Council by both officers and Members as being a valuable asset in managing and delivering key policy documents, including the LDF.
- 3.3 Failure to demonstrate that the policies and proposals set out in the Core Strategy and indeed the LDF are based on up-to-date and relevant evidence will result in the Development Plan Documents being determined as unsound. It is notable that the first two Core Strategies to have undergone public examination (Stafford and Lichfield) have been found to be 'unsound', largely because of shortcomings in their evidence base. Other Local Planning authorities have 'withdrawn' their core strategies to enable a more robust evidence base to be prepared.

4 Community Involvement

- 4.1 Community involvement is a fundamental requirement of the new LDF regime and the Council has, through its Statement of Community Involvement (SCI), set out the mechanisms to involve the community and other interested parties at various stages in the LDF process. In addition the SCI provides the Council with an opportunity to become more efficient and effective in using the processes identified, to maximise the use of limited resources when seeking the opinion of the community and stakeholders.
- 4.2 Preparation of the Core Strategy will be based upon the various mechanisms and techniques set out in the SCI and will draw on community events and consultations held for other purposes.
- 4.3 The table below identifies the opportunities that have occurred to date to promote and raise awareness of the LDF.

<u>Date</u>	<u>Event/Audience</u>
October 2006	Citizens panel questionnaire to explore issues that may be of interest to pursue through the LDF
14 th November 2006	General LDF presentation to WCC Senior Managers Group
16 th November 2006	Lunchtime awareness session to WCC staff to explain the LDF
21 st November 2006	Member training session on Community Planning and its relationship with the LDF
23 November 2006	General LDF presentation to LSP Board

<u>Date</u>	<u>Event/Audience</u>
November 2006	Item in 'Perspectives' to raise awareness of the Winchester LDF
November 2006	Creation of an 'e bulletin' to promote the LDF and Community Strategy and their preparation.

- 4.4 A series of 'front loading' events is currently being programmed for the new year to engage with the community and stakeholders to establish important issues that can then be explored through the Core Strategy and the review of the Council's Community Strategy. At present it is envisaged that there will be about 6-8 events held across the District based around the following locations: Alresford, Bishops Waltham, Denmead, Kings Worthy, Twyford, Whiteley and Winchester, which are likely to commence mid January. Members will be advised of the details for these in due course as they will be asked to attend and 'host/chair' these events.

5 Other LDF Documents

Statement of Community Involvement

- 5.1 The Council's Statement of Community Involvement was submitted to the Planning Inspectorate for formal consideration and examination against the tests of soundness in August. Cabinet were presented with a report on 15th November 2006 (CAB 1345 refers) setting out the representations received to the submission document together with proposed changes that the Council would find acceptable. The binding Inspector's report is awaited and will be reported to Cabinet in January for adoption.

Annual Monitoring Report

- 5.2 Under the LDF regime the Council has to produce an annual monitoring report (AMR) to assess the performance of its policies and progress on production of the other local development documents identified in the Local Development Scheme. The second AMR will be reported to Cabinet in December prior to its formal submission to the Government Office for the South East by 31st December 2006.
- 5.3 The AMR is likely to highlight the need to revise the Council's local development scheme, particularly in relation to the Core Strategy on the basis that there is now a recognised need for a sound and robust evidence base and for thorough community consultation at the early stages of preparation. This reflects recent reports from both the Planning Inspectorate and Government Office for the South East, where it has been recognised that some of the core strategies which have reached the examination stage have failed a number of the soundness tests on the basis that they have not been prepared on a thorough evidence base.
- 5.4 The production timetable set out at Appendix 1 indicates that the pre-production work (evidence base and early engagement) for the Core Strategy was due to be completed during the period July – December 2006. However, due to resources and the need to ensure that the work undertaken is sound and robust on the basis of recent guidance, this timeframe will not be sufficient. This has consequences in that the following stage – the production phase - could potentially be delayed.

- 5.5 This matter will need to be considered further with the findings of the AMR and the Council may then need to consider revising the Local Development Scheme.

Local Development Scheme

- 5.6 This is the Council's project plan for the LDF. It was originally adopted in March 2005, with its first revision in March 2006, which recognised that potentially the document may need to be updated on an annual basis to reflect the findings of the AMR. As outlined above, officers consider that there will be a requirement to revise the LDS again, not only to express a more realistic timeframe for the Core Strategy but also to update the list of Supplementary Planning Documents. At this stage only one additional piece of SPD on affordable housing has been identified.

6 Future meetings of the Cabinet (Local Development Framework) Committee

- 6.1 It is suggested that the Committee considers meeting at the following times to coincide with key stages of core strategy preparation :-

- early February to consider feedback from community engagement events
- late March to consider initial issues identified as a result of front loading
- late May to consider draft issues and options report and draft sustainability appraisal (prior to reporting to Cabinet)

OTHER CONSIDERATIONS:

7 CORPORATE STRATEGY (RELEVANCE TO):

- 7.1 The LDF is a key corporate priority and will contribute to achieving the Council's vision through the outcomes set out under providing better services.

8 RESOURCE IMPLICATIONS:

- 8.1 Meetings of the Committee can be serviced from within existing resources in the City Secretary and Solicitor's Directorate. The resources for undertaking work on the LDF documents are not in the current base budget and will require additional approval as part of the 07/08 budget process.

BACKGROUND DOCUMENTS:

None

APPENDICES:

Appendix 1 : Core Strategy Production Timetable

Appendix 2 : Evidence Base

APPENDIX 1

Key Stages – Winchester District Core Strategy	Timescale
<p><u>Pre – production :</u></p> <ul style="list-style-type: none"> • Commencement of document preparation to include the development and maintenance of an evidence base to ensure policies and strategies are based on a thorough understanding of the area, to include data on social, economic and environmental characteristics. This evidence will be relied upon to test the soundness of the Core Strategy and will be critical in the identification of issues that the strategy needs to address. • Commencement of an overview of the existing plans and strategies prepared by the City Council and its partners, this is referred to as a scoping assessment, which is also critical to the development of a sound spatial plan. • Community involvement to contribute to the early identification of the issues to be explored 	July – Dec 2006
<p><u>Production :-</u></p> <p>This stage falls into four parts:-</p> <p>A) Consultation on issues and options following earlier community and stakeholder involvement on the identification of the issues to be explored further. Preparation of the initial sustainability appraisal.</p> <p>B) Development of preferred options following (A), and the results of the evidence base and the scoping assessment. Further sustainability appraisal, to ensure the preferred approach is based on sustainability principles and objectives. Formal consultation on preferred option (6 weeks).</p> <p>C) Consideration of responses to (B) and subsequent amendment of document. Preparation of submission version, together with a proposals map, including a statement as to how the Statement of Community Involvement has been complied with.</p> <p>D) Formal submission of the document to the Government, together with the Sustainability Appraisal, the evidence base and other background material, for consideration and examination. Formal consultation for 6 weeks.</p>	<p>Jan – May 2007</p> <p>June–Nov 2007</p> <p>Dec 2007</p> <p>Jan–March 2008</p>
<p><u>Examination :-</u></p> <p>This stage falls into four parts :-</p> <p>A) receipt of representations to the submitted document, summaries to be prepared by the local planning authority and submitted to the Planning Inspectorate, together with copies of the representations and a summary of the</p>	Apr-Jun 2008

main issues raised.	
B) Pre-examination meeting – organised by the Planning Inspectorate to allow the Inspector to discuss the management of the examination.	Jul 2008 Sep – Oct 2008
C) Examination	March 2009
D) Receipt of Inspector's binding report	
<u>Adoption of the Core Strategy (including the Inspector's binding report) by the Council</u>	June 2009

Appendix 2**Components of the LDF Evidence Base : Status Report November 2006**

Topic	LDF Requirement	Source of data/author of report	Status – November 2006	Publication Date	Existing studies, strategies and reports	Action required/priority
Scoping officers	To ensure the LDF reflects and complies with National, regional and local guidance, studies, plans and strategies.		ALL		all	ongoing
Housing Land Availability Officer (s)	Checklist 5a PPS12 guidelines		2006 report to be incorporated into 2005/6 AMR JA/ED	December 2006	LDF - AMR	
Urban Potential Study Officer (s)	Checklist 5a PPS12 guidelines	WCC	2001 study to be updated and to commence immediately SO/ZJ		NLUD AMR	update to commence Nov 06
Winchester Housing Market Assessment	Checklist 5a PPS12 guidelines			Mid 2007	Central Hampshire and New Forest Housing Market	Assess to establish whether

Officer (s)	Emerging PPS3		SM/MK		<p>Assessment (To commence early 2007)</p> <p>Southern Hampshire Housing Market Assessment (Final draft report September 2006)</p> <p>West Waterlooville Housing Market Assessment (Late 2006)</p> <p>Winchester District Housing Needs survey 2002</p> <p>Housing Strategies</p>	reports meets LDF requirements and prepare a summary relating to Winchester
Officer (s)	<p>Checklist 5a PPS12 guidelines</p> <p>ODPM Circular 01/06</p>	Hampshire CC	<p>report being finalised October 2006</p> <p>GW</p>	Late 2006		Assess to establish whether report meets LDF requirements

<p>Employment Land Review</p> <p>To include :- Underused land/buildings – reuse of land (allocated for employment purposes)/availability of brownfield land/need for office floorspace Economic Matters – skills audit/sector analysis, requirement of existing and future businesses</p> <p>Officer (s)</p>	<p>Checklist 5a PPS12 guidelines</p> <p>ODPM Review of Employment Land 2004</p> <p>PPG3</p>	<p>WCC/Hampshire/ neighbouring LA's</p>	<p>To commence project ASAP</p> <p>JN/KC/ED/ZJ</p>		<p>Contaminated Land Strategy 2005</p> <p>Economic Development Strategy</p> <p>Tourism Strategy</p> <p>NLUD – annual return</p> <p>WCC Winnall Study</p> <p>WCC/HCC Contaminated land register</p>	<p>Assessment and review of existing studies required ASAP</p> <p>Check work undertaken by PUSH/HEP and neighbouring LA's</p>
<p>Strategic Flood Risk Assessment</p> <p>Officer (s)</p>	<p>Checklist 5a PPS12 guidelines</p> <p>PPG25/PPS25</p> <p>Emerging PPS3</p>	<p>consultants</p>	<p>JN/PA/ZJ</p>			<p>Assess extent of PUSH study and appoint consultants to assess rest of the district.</p>
<p>Accessibility Assessment</p>	<p>Checklist 5a PPS12 guidelines</p>	<p>WCC/HCC?</p>			<p>Hampshire Local Transport Plan</p>	<p>Determine LDF requirement</p>

Officer (s)	PPG13		AH/GW			
Open Space and Recreation Study - PPG17 Assessment Officer (s)	Checklist 5a PPS12 guidelines PPG17	WCC/East Hampshire DC	Study commenced summer 2006 MK	Summer 2007	Winchester District Open Space Strategy 2006	Determine LDF requirement
Green Infrastructure Audit Officer (s)	Checklist 5a PPS12 guidelines PPG17	WCC/HCC			Winchester District Landscape Character Assessment 2004 Tree Strategy Winchester District local BAP 2005	Assess against PPG17 study being undertaken and need to fill any gaps. PUSH appointing consultants to commence study late 06 – completion due mid 07.
Sustainability Appraisal and Strategic Environmental Assessment	Planning and Compulsory Purchase Act 2004 (39(2)) EU directive 2001/42/EC Appropriate Assessment Habitats Directive (Article	WCC/consultants	GW/ZJ		Existing plans, policies and strategies of WCC and its partners to develop an understanding of the wider range of matters that are relevant to the LDF	Consultants brief prepared , to be issued November with a view to appointing consultants early/mid December. First stage scoping and

Officer (s)	6(3) & (4) 92/43/EEC Checklist 5a PPS12 guidelines					baseline assessment to commence ASAP
Shopping and Town Centres Health Checks – impact of retail proposals Accessibility Rural Service Centres Officer (s)	Checklist 5a PPS12 guidelines PPS6 PPS7 SEP	WCC/consultants	2003 report to be updated JA/ED		Assessment of retail floorspace in Winchester 2003 Winchester City and its Setting Winchester Area Project	Assess extent of existing reports and update to fulfil LDF/PPS6/PP S7 requirements
Infrastructure assessment Officer (s)	Checklist 5a PPS12 guidelines	SEERA				Establish LDF requirement
Social Issues Deprivation Educational achievement	Checklist 5a PPS12 guidelines	WCC – Community Strategy			Community safety strategy Health strategy People strategy Workforce strategy Social inclusion	Establish LDF requirement and any gaps in knowledge base

Officer (s)			JenA/?			
Community Aspirations	Checklist 5a PPS12 guidelines	WCC – Community Strategy			Future of Winchester Study 1999 Help Shape Winchester District consultation 1999 Parish Plans Village Design Statements	Establish LDF requirement and determine links with community Strategy
Officer (s)			JenA/JN			