

CABINET (LOCAL DEVELOPMENT FRAMEWORK) COMMITTEE

20 OCTOBER 2009

REVISED LOCAL DEVELOPMENT SCHEME 2009

REPORT OF HEAD OF STRATEGIC PLANNING

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RECENT REFERENCES:

CAB 1802(LDF) - Local Development Scheme 2009 – Cabinet (LDF) Committee 6 March 2009

CAB 1389 - 'Local Development Scheme 2007', Cabinet 17 January 2007

CAB1223 – 'Winchester District Local Development Scheme (Revised)'- Cabinet March 2006

EXECUTIVE SUMMARY:

The Council is required to produce a Local Development Scheme (LDS) that provides a programme for the production of the Council's Local Development Framework (LDF) for the next three years. The existing LDS came into effect on 28 August 2007.

A revised LDS for implementation for the period March 2009 – March 2012, was formally submitted to GOSE on 19 March 2009. The Council then received a 'holding direction' from GOSE on 14 April, requesting more time for considering the revised LDS. Since then officers have liaised with GOSE to come to an agreement of both the number of development plan documents to be produced and their timeframes. In addition, the Council has received advice from the Planning Inspectorate under its LDF Support Programme. The key advice from the Inspectorate as a result is that the Core Strategy requires: more evidence particularly in relation to the proposed strategic allocations to ensure that they are viable and deliverable; more detail with relation to infrastructure requirements; and more detailed expression of a number of the policies set out in the Core Strategy.

This report outlines the main changes that are being proposed to the 2009 LDS, which is appended in full to this report and will be submitted to GOSE for agreement after consideration by this Committee.

Should minor changes be required to secure GOSE's approval, it is recommended that authority be delegated to the Head of Strategic Planning to make such changes, in consultation with the Portfolio Holder for Access and Planning.

RECOMMENDATIONS:

That it be recommended to Cabinet:

- 1 That the Revised Winchester District Local Development Scheme, attached at Appendix A to this report, be approved for submission to the Government Office for the South East.
- 2 That the Head of Strategic Planning be given delegated authority in consultation with the Portfolio Holder for Planning and Access to agree any minor changes which may be needed to address issues raised by the Government Office for the South East, prior to the LDF being brought into effect.

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REPORT OF HEAD OF STRATEGIC PLANNING

DETAIL:

1. Introduction

- 1.1 Under the terms of the Planning and Compulsory Purchase Act 2004, planning authorities are required to produce a Local Development Scheme (LDS), illustrating the programme for the development of their Local Development Framework (LDF) over the next three years. The LDS is a three-year rolling programme and is updated as necessary. The first LDS was produced in 2005 and subsequently revised in both 2006 and 2007.
- 1.2 Following changes to LDF legislation in June 2008, it was considered pertinent to update the LDS to not only reflect the revised LDF requirements set out in PPS12 but to also amend the timescales for development plan document preparation and production, taking into account experience of preparing the Core Strategy to date.
- 1.3 Consequently, members agreed a revised LDS (CAB 1809) which was submitted to GOSE for approval on 18 March 2009.
- 1.4 The legislation provides GOSE with a four week period in which to consider the details of the LDS and to resolve any minor queries, prior to it being 'brought into effect' by the Planning Authority if no substantive issues are raised. In Winchester's case a formal holding direction was received from GOSE on 14 April stating:-

In accordance with Regulation 11(3)(c) of the Town and Country Planning (Local Development)(England) Regulations 2004 the Secretary of State for Communities and Local Government notifies you that she requires more time to consider the scheme and accordingly your Council shall not bring the Local Development Scheme into effect until she has notified them of her decision as to whether to issue a Direction under Section 15(4) of the Planning and Compulsory Purchase Act 2004 in relation to this revision.

- 1.5 Since then officers have liaised with GOSE to establish the precise nature of their concerns, which relate to :-

1. the possibility of producing the Publication version of the Core Strategy under Regulation 27 earlier than proposed (December 2009);

2. Reduction of the time between Pre-submission and Submission stages of the Core Strategy, to a period of 2-3 months rather than 6 months as indicated in the draft LDS;
 3. Concern that there will be an allocations 'void' until the Core Strategy and Allocations DPD are adopted considering that the adopted Local Plan only covers the period to 2011;
 4. How the Hedge End SDA is dealt with in the Core Strategy and subsequent DPDs, and consistency with Eastleigh Borough Council's LDS.
- 1.6 GOSE on behalf of the Secretary of State has powers under Section 15(4) of the Planning and Compulsory Purchase Act 2004 to make the necessary changes :- *"The Secretary of State may direct the local planning authority to make such amendments to the scheme as he thinks appropriate."* However, it is considered pertinent to negotiate changes to ensure that they suit Winchester's requirements and that the revised timescales are achievable given staff resources etc.
- 1.7 During consideration of GOSE's comments Winchester was offered two sources of advice with regard to the preparation of the LDF and in particular the Core Strategy. Firstly, an advisory visit from a Planning Inspector under the Inspectorate's LDF Support Programme, and secondly via Spatial Planning Peer Information Sharing organised through the Planning Advisory Service (PAS).
- 1.8 The outcomes of these advisory visits have overtaken consideration of the initial comments made by GOSE, and have required a fresh look at the LDS and its timeframe for preparation of not only the Core Strategy but other subsequent Development Plan Documents.
2. Planning Inspectorate Support Programme
- 2.1 Since 2008 the Planning Inspectorate has undertaken a number of visits to local authorities under its 'Early Engagement Project'. These visits allocate an experienced inspector to a local authority to advise them about how to prepare for Development Plan Document examinations. Funding for this work has been provided by the Department for Communities and Local Government (CLG).
- 2.2 The visits are not designed to test the soundness of the plan or to examine the evidence base in any detail. Rather they are intended to facilitate an effective examination and to alert authorities to the challenges they will face when the plan is examined.
- 2.3 The Inspectors spend up to a week working on the authority's plans. Usually this involves one or more meetings with the authority, a review of the material provided and the production of a very short report outlining the Inspector's findings and raising issues for the planning authority to consider.

- 2.4 Winchester was offered this support during July and dates were agreed in August for Planning Inspector David Vickery to visit the Council and discuss issues of concern with officers of the Strategic Planning team. An officer from Government Office for the South East also attended the first meeting held on 25 August 2009. A follow up meeting was held on Friday 28 August, by which time officers had received initial feedback from the Inspector. The Inspector's note was finalised and subsequently issued to the authority in early September. This note is appended in full (Appendix B) and was put on the Council's website on 15 September together with some brief explanatory text as to the current situation.
<http://www.winchester.gov.uk/EnvironmentAndPlanning/Planning/LocalDevelopmentFramework/>
- 2.5 The note raises a number of very detailed matters that require substantial amounts of further work to be undertaken to ensure that, when submitted, the Core Strategy will have a positive chance of being found 'sound'. The key matters identified by the Inspector are :-
- "Vagueness and lack of clarity on some key policies could cause the CS to be found unsound – particularly the Hedge End SDA (SH4), housing numbers, Bushfield Camp (WT3), and the distribution and amount of employment floorspace (CP3).
 - The necessary work on the evidence base and firming up infrastructure requirements may delay the CS's timetable.
 - The above problems could mean that the CS is not adopted in time to ensure that a planning framework is in place to deal with major planning applications and possible subsequent "call-ins" by the Secretary of State. Planning by appeal could result."
3. Feedback from Spatial Planning Peer Information Sharing
- 3.1 Under this programme funded by the Department of Communities and Local Government, PAS 'matches' the authority with a colleague in another Local Authority, which can provide advice on the basis of a 'critical friend'.
- 3.2 Barbara Childs (Spatial Planning Manager) from Horsham District Council was nominated to assist Winchester. Horsham adopted its Core Strategy in 2007 and has subsequently prepared and had found 'sound' other development plan documents. It is now out to consultation with a review of its 2007 Core Strategy.
- 3.3 Officers raised similar issues as to those discussed with the Planning Inspector and are awaiting feedback.
- 4.

Consequences of advice and proposed amendments to the LDS

- 4.1 The above discussions and advice have led officers to the view that substantial further work needs to be undertaken on the Core Strategy before it can be submitted to Government for examination. Without this it is likely to be found 'unsound'.
- 4.2 The following table therefore lists the key issues raised by the Inspector together with suggested actions that need to be undertaken :-

PINS comment	Suggested action
<p><u>General guidance for writing the CS</u></p> <ul style="list-style-type: none"> • concentrate on the key policies and proposals and the essential justification for the strategy. <p>Continually ask the following questions:</p> <ul style="list-style-type: none"> ▪ Is it Spatial Planning? <p>The basic questions to be answered by every part of every policy are:</p> <ul style="list-style-type: none"> ➤ what will be delivered; ➤ where will it be delivered; ➤ when will it be delivered; and ➤ how will it be delivered through the Core Strategy? ▪ Does the CS deal with the critical questions? ▪ Are the Vision and Objectives focussed? Are they locally specific and distinctive? Are they clear, easy to read and to understand? Do they provide everyone with a sense of purpose and direction? 	<ul style="list-style-type: none"> • Remove all 'standard' not locally distinct policies • Remove all background text – any text remaining should be absolutely necessary • Distinguish between text and policy more clearly • Create template for policy creation to answer what; where; when and how questions • Revisit structure of document – to give more clarity to some of the core policies these need to be expressed under the spatial strategy to give the detail required as envisaged by PINS and GOSE. • What are the critical questions for Winchester District? • Revise 'key drivers' table and emphasise their spatial (land use) implications • Rewrite vision to be clearer and more concise – locally distinct • Rewrite objectives to be clearer and more concise – locally distinct

<p><u>Strategic Sites</u></p> <ul style="list-style-type: none"> • A site is strategic if the delivery of the CS is dependent on it. • The policy must therefore be detailed enough to set out what would be required in the applications and the Design and Access Statements, with conceptual master plans for each site. 	<ul style="list-style-type: none"> • Determine when the strategic sites are needed to come forward to deliver the housing numbers • The policy in the CS allocating a strategic site would need to cover the following and be precise as to what is expected to be submitted with the planning application: <ul style="list-style-type: none"> • A clear objective/aim for what is intended to be achieved in the overall development; • Identification of site constraints - both that are fixed and those that need to be overcome or mitigated; • All the different land uses/proposals and their scale that the site is to accommodate (xx housing, yy employment, community facilities etc); • What infrastructure (e.g. transport, education, social and community services) is needed to make that development a viable, attractive, sustainable location; • What of the above needs to be provided by when (i.e. inter-related phasing of all elements) and who will fund it and deliver it. • Milestones for progression of the development, e.g. application submission and commencement on site, phasing and consequences if missed; and • The allocation boundary on the Proposals Map • Prepare conceptual master plans for each site • Undertake viability testing for low, medium and high economic growth scenarios to ensure that the site is deliverable
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	<ul style="list-style-type: none"> • Prepare detailed delivery/phasing schedules setting out any contingencies required and any alternative strategies necessary to overcome foreseen issues
<p><u>Hedge End SDA</u></p> <ul style="list-style-type: none"> • Policy SH4 on the Hedge End SDA does not comply with the South East Plan requirements in its policy SH2. In particular, it does not deal with the basic questions– what, where, when and how? What are the principles that might govern this development? Where will it go? 	<ul style="list-style-type: none"> • Take SH2 of SEP as the starting point and identify the ‘critical success factors’ as they relate to Winchester • Express how WCC will deal with SH2 and its delivery – be clear in terms of relationship with Eastleigh • Ensure that there is sufficient evidence to back up any assertions/ requirements in terms of extent of built development, role of land in WCC etc and how the critical success factors apply to the District. • Address contingency issue and policy options for dealing with these.

<p><u>Infrastructure Delivery Plan</u></p> <ul style="list-style-type: none"> • The key questions to be addressed are a) what is the infrastructure required to deliver; and b) can it realistically be delivered in the timescale of the Plan's phasing? • Viability assessment is even more important in today's difficult financial climate. Will sustainability and renewable energy policies harm housing supply? are affordable housing requirements economic? need to include three scenarios (low, medium and high levels of economic growth) 	<ul style="list-style-type: none"> • Delivery plan already in progress needs to continue following the successful Delivery Agent event in July, to establish the detail necessary to prove that the site(s) will and can be developed . • Need to establish what other elements of the core strategy will rely on infrastructure – and which pieces of infrastructure are critical to the delivery of the overall strategy. • Need to undertake viability assessments for each of the strategic sites in terms of low, medium and high economic growth scenarios. These must relate to estimates of timing; infrastructure requirements etc. • Need to expand monitoring schedule to be more explicit in terms of timing and delivery and actions required if sites fail to come forward during the first years of the plan as anticipated; establish a set of trigger mechanisms to indicate when specific elements of infrastructure will be expected to come forward.
<p><u>The SHLAA and Windfalls</u></p> <ul style="list-style-type: none"> • The SHLAA will identify if there is a gap in supply between sites that are now available (without the need for allocation in a DPD) and the date when the first allocated sites would come on stream. • If there is such a gap, then the CS should say how that gap would be resolved. • Phasing does not seem to have been addressed in the CS. • The SHLAA should sieve out 	<ul style="list-style-type: none"> • Update table 3 (2008/9) figures • amend Table 3 to remove small site allowance • identify broad locations of growth – for sites to be allocated in site allocation DPD – but these areas must also be deliverable etc. • consider concept of reserve sites as suggested by PINS • address phasing issue by expressing housing numbers in 5 year periods

<p>sites which are patent non-runners.</p> <ul style="list-style-type: none"> • The “small site allowance” in Table 3 should be removed and the housing found elsewhere. 	
<p><u>Settlement Hierarchy Strategy</u></p> <ul style="list-style-type: none"> • The CS must deal with high level strategy, setting the broad principles, and leaving the detail to lower order DPDs to resolve. The attempt to set out exact housing figures for each settlement is too detailed without the background evidence to justify it. 	<ul style="list-style-type: none"> • Review the detail expressed in MTRA2- options = a) delete suggested housing numbers and be more general about sustainable locations and appropriateness of more / less growth and change or b) retain housing numbers (supported by evidence) and express also the amount of other types of development that would also be expected to come forward i.e. retail, employment, leisure etc
<p><u>Evidence base</u></p> <ul style="list-style-type: none"> • Evidence should be proportionate (only as much as is necessary) to the job that needs to be done to inform what is in the CS. The actual evidence used must depend on what is in the CS and on local circumstances. ▪ The evidence should be as up-to-date as is practical. Be rigorous in selecting what is needed. The evidence base is not tested for 	<ul style="list-style-type: none"> • Ensure that all policies/strategies included can be backed up by evidence – hence need to remove all ‘general’ policies that add nothing to other advice. • As suggested by PINS - go through each policy and proposal in the CS asking yourselves critically what its justification is and what are the facts/analysis that backs this up. Is there a clear linkage from evidence to policy? • Need to resolve evidence for strategic allocations with regard to delivery and requirements from statutory agencies etc
<p><u>Dealing with Foreseeable Change</u></p> <ul style="list-style-type: none"> • The CS will have to show how it will deal with foreseeable changes. A Plan will not be found unsound just because uncertainty exists and is explicitly acknowledged in the CS. The important thing is for 	<ul style="list-style-type: none"> • Need to assess the whole core strategy in terms of ‘foreseeable’ changes and develop a series of ‘what if’ statements/scenarios. – first identify what ‘foreseeable changes’ would include/cover • Develop series of alternative strategies to ensure that the

<p>the implications of the uncertainty to be taken into account and the “what if” situation considered.</p> <ul style="list-style-type: none"> • The CS has to show what alternative strategies it has to handle the uncertainties, such as the late provision of needed infrastructure. • The CS is not flexible enough in dealing with foreseeable contingencies. 	<p>CS can still be delivered - need to demonstrate flexibility.</p> <ul style="list-style-type: none"> • If contingencies exist these must also be backed up by the evidence and shown to be deliverable <p>Inspector suggests the following :-</p> <ul style="list-style-type: none"> • Set out in detail how the contingency would be handled. • Specify monitoring targets/indicators with set limits when specified action would take place (e.g. the 10% - 20% range for housing in PPS3). • Devolve handling the contingency down to a separate DPD, setting out in the CS the parameters (broadly or in detail) for how in principle it would be dealt with. • Indicate that the CS would need to be wholly reviewed in order to deal with the contingency. The circumstances that would trigger the review and timing of it (allowing time for the review itself so that it would be adopted in time to deal with the contingency) should be stated. • Indicate that a specified part only of the CS would need to be reviewed, probably as a separate DPD. This would be suitable for more self-contained contingencies that did not have wider implications. Again, set out the triggering circumstances and timing.
<p><u>Proposals Map</u></p> <ul style="list-style-type: none"> • The proposals map does not have DPD status in its own right because anything it conveys must be identified in 	<ul style="list-style-type: none"> • Identify all elements on the adopted local plan proposals map that will change with the adoption of the core strategy • Add strategic allocations, settlement hierarchy etc

<p>policy in a DPD or saved development plan.</p> <ul style="list-style-type: none"> The CS has to show how the existing adopted proposals map (i.e. the adopted Local Plan map) will be changed as a consequence of its adoption, e.g. the strategic allocations and the National Park boundary. 	<ul style="list-style-type: none"> Clarify National Park boundary
<p><u>Policy wording</u></p> <ul style="list-style-type: none"> the wording must be clear and effective, so that they can be applied without confusion, and should not repeat national or regional guidance. 	<ul style="list-style-type: none"> Delete policies that add no further guidance to national or regional advice Express policies more clearly, quantify amounts and types of development and where these will occur
<p><u>Housing Trajectory and Saved Policies</u></p> <ul style="list-style-type: none"> The CS needs to have a housing trajectory. It should clearly show how the sites would be phased over the plan period. The CS should also clearly set out what saved Local Plan policies it will supersede. 	<ul style="list-style-type: none"> Include the latest housing trajectory in an appendix Demonstrate impact of phasing over the whole of the plan period and beyond – also include phasing of any contingencies required. Demonstrate 5 year supply and certainty of sites in first 5, 10 years. Update existing list of saved policies which indicates which DPD they are to be replaced in and include as an appendix.
<p><u>Sustainable Community Strategy</u></p> <ul style="list-style-type: none"> Legally the CS must have regard to the Sustainable Community Strategy .This does not mean the CS must slavishly follow it. 	<p>Noted</p>
<p><u>National Park</u></p> <ul style="list-style-type: none"> CS policy CP9 sets out the context for planning decisions in the National Park area during the transitional period. 	<ul style="list-style-type: none"> Update policy to reflect NP designation and add detail to give clearer policy guidance during the transition phase and after.

- 4.3 Many of the items mentioned above were already evident to officers and mechanisms were in place to address them. Other matters such as viability testing and the level of detail required for the proposed strategic allocation policies are new and will require time and resources to resolve.
- 4.4 Given the amount of new evidence required, which will involve a range of stakeholders and partners to establish parameters and agreement, it is considered necessary to delay publication of the Core Strategy under Regulation 27. Budget growth in 2009/10 and 2010/11 was approved to support work on the LDF and the delivery of major developments. Proposals were being developed to reorganise the Strategic Planning Division to achieve this work, but these will be incorporated in the debate over the forthcoming Budget. There are vacancies within the team and these will also impact on the delivery timetable.
- 4.5 One of GOSE's original concerns related to the coordination of work with Eastleigh Borough Council on the N/NE Hedge End SDA. A joint Area Action Plan had originally been proposed, but it has since been agreed with GOSE that Eastleigh's Core Strategy (which is less advanced than Winchester's) will include details of the SDA and that Winchester's Development Management and Allocations DPD will deal with any of the SDA within Winchester District. Eastleigh have just had a revised LDS approved by GOSE, which envisages publication of the 'Preferred Options' Core Strategy in October 2010. It would be advantageous for the next stage of Winchester's Core Strategy to be consistent with this timing, to avoid potentially conflicting and confusing statements about the SDA.
- 4.6 In view of all the above considerations, it is recommended that formal Publication of the Core Strategy be re-programmed to October 2010. Given GOSE's original concerns about the proposed amendments to the LDS, which resulted in a direction being issued to the Council (see para 1.4 above), its advice has been sought to this approach. A GOSE representative has been party to the debate and discussion with the Planning Inspector and has raised similar issues in commenting on the Core Strategy Preferred Option
- 4.7 If these matters fail to be addressed, the Core Strategy would be 'unsound'. Being found 'unsound' would lead to even further delay in achieving a set of adopted policies to guide development and change over the District. It would then be necessary to not only review and rewrite the document, but to undertake further consultation and evidence updating. This would take significantly longer than the delay currently being proposed.

4.8 Current and revised timetable for Core Strategy Production :-

Stage	Submitted LDS	Proposed revision
	March 2009	October 2009
Publication and consultation under Regulation 27 & 28	December 2009	October 2010
Submission for examination Reg 30	July 2010	January 2011
Examination hearings commence	October 2010	May 2011
Draft inspectors report received for fact check	March 2011	Sept 2011
Adoption of Core Strategy	July 2011	December 2011

4.9 This table suggests that whilst there is a delay in the earlier part of Core Strategy preparation and publication, adoption is delayed by less than 6 months over the original timescale.

4.10 In terms of addressing the issues raised by GOSE in their response to the submitted LDS in March, the revised timescale is obviously contrary to their original request to speed up publication under Regulation 27. In addition, the 'allocation void' referred to, would actually increase, given the increasing length of time between adoption of the Core Strategy (anticipated December 2011) from adoption of the Local Plan (July 2006). However, officers have recently received an informal response from GOSE on the revised LDS, this raises a number of minor editorial issues, most of which have been incorporated into the LDS appended to this report (Appendix A). GOSE remains concerned about the length of time being taken to publish the Core Strategy under Regulation 27 and has requested that this matter is given further consideration.

4.11 However, this is inevitable given the amount of detail now required to progress the proposed strategic allocations. The revised timescale will allow work to continue on these sites, which may lead to the submission of a planning application and subsequent planning decision. Therefore, there will not be a requirement for a further development plan document or supplementary planning document, which would require further evidence and consultation, and could take some time to finalise. A detailed schedule for Core Strategy preparation over the following year is appended to this report (Appendix C)

- 4.12 GOSE originally raised concerns over the treatment of the Hedge End SDA, including the level of detail required and the mechanisms for joint working with Eastleigh Borough Council. The proposed and now agreed solution is to include a strategic level policy in the Core Strategy, setting out the planning framework for the site, with the detail of the development being set out in the Development Management and Allocations Development Plan Document, which will follow the Core Strategy. This provides sufficient time for a more detailed assessment of the site and its infrastructure delivery requirements, which are now being led by a dedicated SDA Project Officer appointed by PUSH. As discussed above, the proposed timescales of the Winchester and Eastleigh Core Strategies would be consistent.
- 4.13 The revised timetable follows PINS guidance in terms of the number of weeks between key stages – it suggests that for a complex DPD such as a Core Strategy that the examination period (which commences on submission) should take upto 37 weeks until the final binding report of the Inspector is dispatched.

Given, the amount of additional work required it is considered that this revised timetable and details, as set out in the latest LDS is realistic. It also allows for any key changes to Government policy to be considered, if necessary, following the elections during Spring 2010.

5. Summary and Conclusion

- 5.1 The LDS represents a work programme for a three year period, the revised LDS to be re-submitted to GOSE, reflects the discussions with PINS and GOSE and now concentrates on producing the following DPDs:-
- Core Strategy
 - Development Management and Allocations

OTHER CONSIDERATIONS:

6. SUSTAINABLE COMMUNITY STRATEGY AND CORPORATE BUSINESS PLAN (RELEVANCE TO):

- 6.1 As part of progressing effective spatial planning of the District, the LDS is relevant to many of the stated aims of the Council's Community Strategy. This is to be achieved by ensuring that the programmed development plan documents are prepared and delivered to the agreed timescales to enable the implementation of the actions to deliver the outcomes of the Strategy.

7. RESOURCE IMPLICATIONS:

- 7.1 The key resources for undertaking work on the LDF have been approved as part of the budget process. However, the nature and scale of the LDF will require shared resources in terms of utilising skills and expertise from other

divisions within the Council, and this is now even more critical given the emphasis on delivery and viability of development schemes.

- 7.2 Meetings of the Cabinet (LDF) Committee can be serviced from within existing resources in the Democratic Services Division.

8. RISK MANAGEMENT ISSUES

- 8.1 An up-to date Local Development Scheme is a fundamental element of the LDF and is required as part of the legal compliance tests that all DPDs will have to comply with when being considered by Inspectors under the examination procedure. Failure to have an up-to-date LDS would prevent a DPD from meeting the legal compliance test which an Inspector would undertake.

- 8.2 Whilst this amendment to the timescale has resource implications, there is less risk in following the PINS advice and undertaking additional work at this stage of Core Strategy preparation rather than proceeding as originally planned and having the whole Core Strategy determined as 'unsound' at examination. Such an outcome would in the longer term create greater risk through having an extended period of aging policy guidance and would require even further resources to enable the Core Strategy to be redrafted and for certain stages to be repeated, prior to it being re-submitted for examination.

9. BACKGROUND DOCUMENTS:

None.

10. APPENDICES:

Appendix A : Revised LDS 2009

Appendix B : Note of PINS Advisory visit August 2009.

Appendix C : Core Strategy timetable October 2009 –October 2010

Winchester District
Development Framework

Local Development Scheme

Winchester City Council

October 2009



Foreword

The Planning and Compulsory Purchase Act 2004 introduced the Local Development Framework which consists of a portfolio of documents. The programme for the preparation of these documents is the Local Development Scheme (LDS).

Winchester City Council adopted its first LDS in March 2005 following the introduction of the Act. This was subsequently revised in March 2006 and a further edition in January 2007. The 2007 LDS was subject to revisions after discussion with Government Offices for the South East (GOSE) and came into effect on 27 August 2007.

Since then the Government issued revisions to LDF guidance in June 2008 along with amended Regulations (the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008). These have resulted in changes to the content of the LDS in terms of the type of documents to be included and the stages of consultation.

This revised LDS incorporates those changes and was considered and approved by the Council's Cabinet (LDF) Committee on 6th March 2009 and then formally submitted to GOSE on 19th March. GOSE subsequently issued a holding direction on 14th April 2009, covering the following issues:-

- the possibility of producing the Publication version of the Core Strategy under Regulation 27 earlier than proposed (December 2009);
- Reduction of the time between Pre-submission and Submission stages of the Core Strategy, to a period of 2-3 months rather than 6 months as indicated in the draft LDS;
- Concern that there will be an allocations 'void' until the Core Strategy and Allocations DPD are adopted considering that the adopted Local Plan only covers the period to 2011;
- How the Hedge End SDA is dealt with in the Core Strategy and subsequent DPDs, and consistency with Eastleigh Borough Council's LDS.

During summer 2009 the Authority received advice from PINS under its LDF Support Programme, in addition to advice received from PAS (Planning Advisory Service) under its Spatial Planning Peer Information Sharing initiative. The outcomes of these discussions are reflected in this LDS.

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Introduction

Under the terms of the Planning and Compulsory Purchase Act 2004, planning authorities are required to produce a Local Development Scheme (LDS), illustrating the programme for the development of their Local Development Framework (LDF) over the next three years. The LDS is a three-year rolling programme and is updated as necessary. The first LDS was produced in 2005 and this LDS covers the period October 2009 – October 2012.

This LDS includes a list of the LDDs that have already been produced, together with details of Development Plan Documents (DPDs) that the Council intends to produce. The issue of existing Local Plan policies and how they are to be replaced is covered within the Scheme. Detailed profiles are also included for the preparation of each DPD planned for the next three years. These provide a detailed work programme for their production, including relevant milestones and stages of stakeholder and community involvement and the identification of resources. The LDS includes an assessment of risks and contingencies as part of its programme management.

A 'Gantt chart' is attached at Appendix 1 which outlines DPD preparation and illustrates the key milestones to be met. The arrangement for the replacement of saved Local Plan policies forms Appendix 2. The LDS does not include details of Supplementary Planning Document (SPD) production, as the requirement for these to be specified in the LDS has been removed by the amendments to the regulatory requirements as set out in the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2009. Examples of current SPD are listed at Appendix 3 for information. Preparation of the LDF requires supporting evidence and the LDS contains a list of the documents comprising the evidence base to date at Appendix 4.

Winchester District Development Framework - Overview

Local Development Framework (LDF) is the term for a group of Local Development Documents (LDDs) that together make up the LDF. These comprise Development Plan Documents (DPDs) and any Supplementary Planning Documents (SPDs), together with the Council's Statement of Community Involvement (SCI), the Annual Monitoring Report (AMR) and this document the Local Development Scheme (LDS).

Winchester's LDF will comprise the following:

Development Plan Documents -

Core Strategy
Development Management and Allocations

Saved Local Plan Policies -

Winchester District Local Plan Review was adopted in July 2006 – certain policies remain extant following consideration and approval by Secretary of State on 18th June 2009. The list of saved policies is attached at Appendix 2 together with an indication of which DPD they will subsequently be replaced in.

Other LDF Documents -

- Statement of Community Involvement (adopted Jan 2007)
- Local Development Scheme (currently covering the period 2007 – 2010 and approved in August 2007)
- Annual Monitoring Report (currently December 2008)

The relationship between the documents of the LDF is illustrated in the following diagram :

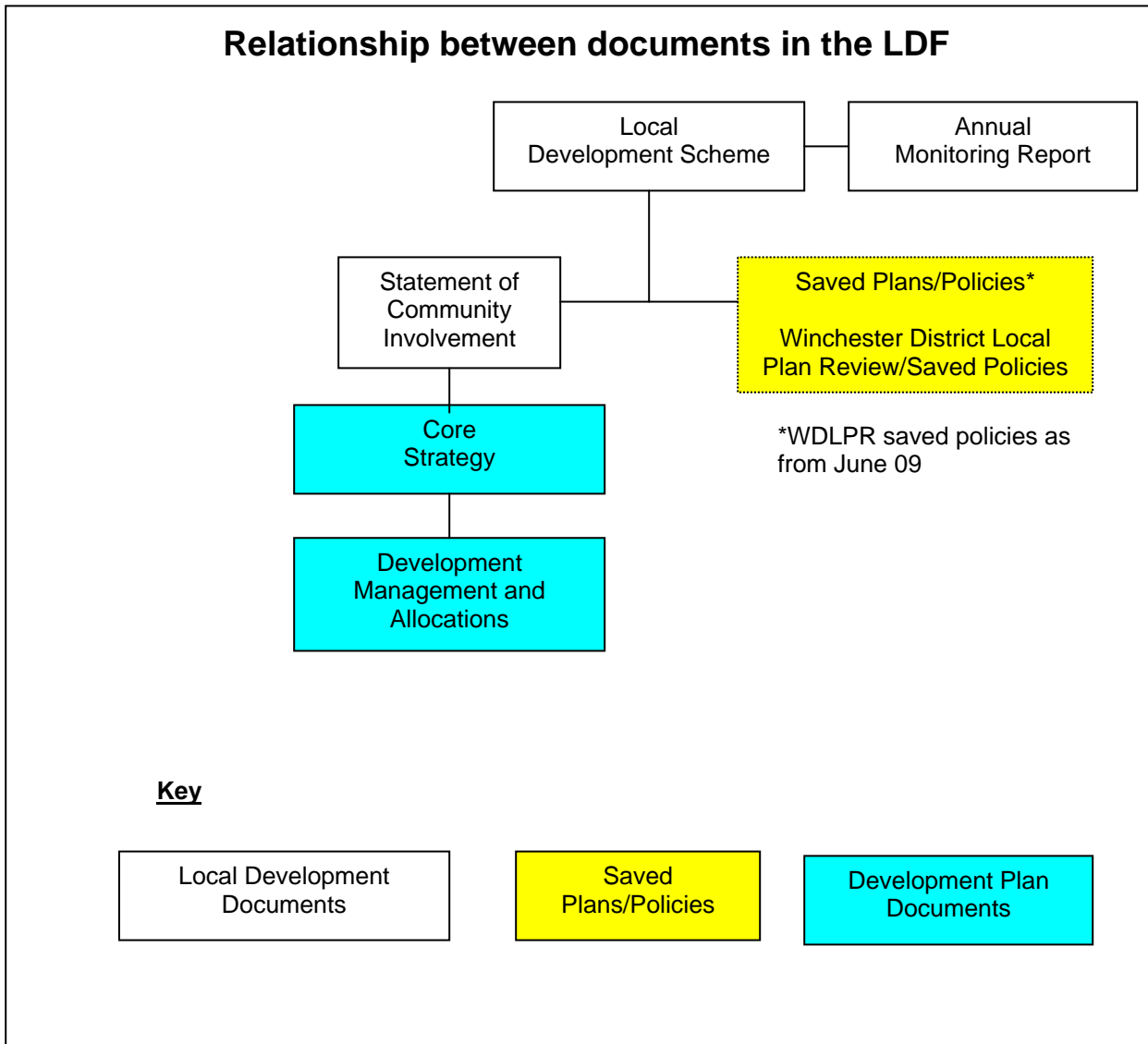


Table 1 below lists the DPDs to be produced and the saved Local Plan policies:

Document title	Status	Brief description	Chain of Conformity
Winchester District Local Plan Review Saved Policies (from 18th June 2009)	Saved Local Plan Policies	Adopted Local Plan policies to be saved until replaced by emerging DPDs	Regional Spatial Strategy - South East Plan
Statement of Community Involvement (adopted 2007)	Special Local Development Document	Identifies requirements for community engagement on LDDs and major planning applications	Planning Regulations
Core Strategy	Development Plan Document	To provide the vision and key policies for the planning and development of the District for 15 years from the date of adoption	Consistent with national policy and general conformity with Regional Spatial Strategy
Development Management and Allocations	Development Plan Document	To meet development requirements of RSS and Core Strategy and to provide detailed guidance on management of development and to allocate sites for a range of uses as necessary. This will include the details necessary to ensure the delivery of the Hedge End SDA	Core Strategy

Supplementary Planning Documents

This includes a range of documents from neighbourhood and village design statements to specific topic based guidance such as car parking standards and development of affordable housing. In addition, the Council has adopted a number of SPDs which add detailed policy advice to adopted Local Plan policies for example Implementation of Local (Housing) Reserve Sites (July 2006) and Implementation of Infilling Policy (July 2006). It is possible that there may be a need for additional documents to be produced, which are not known at the current time.

Regional Plan

Regional Spatial Strategy forms part of the Development Plan for the area and the Core Strategy in particular must be in general conformity with it. The South East Plan was adopted on 6th May 2009 and so will form the regional planning background for the period of this LDS. The South East Plan proposes two Strategic Development Areas which affect Winchester District. The Hedge End SDA is mostly within Eastleigh Borough, but some of the area to be developed will be within Winchester District. Winchester will therefore be working with Eastleigh to plan and deliver the SDA.

The north of Fareham SDA is wholly within Fareham Borough, although it will abut the south of the Winchester District. Winchester City Council will be working closely with Fareham Borough Council on the planning and implementation of the SDA.

Other Strategies

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 the Core Strategy, are being developed jointly to ensure that the LDF continues to act as the delivery mechanism for those community aspirations that have a spatial planning implication. The Council has other strategies which the LDF will reflect and these are referred to in the evidence base attached at Appendix 4. Examples include the Economic Strategy and the Climate Change Plan.

Finally, the LDF will have regard to the plans and strategies of other bodies and organisations operating within the District. Examples include statutory undertakers, the Health Authority and the Local Education Authority. These bodies have been involved as stakeholders as part of the development of the Core Strategy and their plans and strategies will form part of the wider evidence base. The Council will continue to liaise closely with these and other infrastructure providers to ensure adequate and timely provision of infrastructure for the delivery of the LDF.

The Winchester LDF will need to take account of policies and strategies emerging from neighbouring LDFs. More specifically the southern part of the District lies within the South Hampshire sub-region covered by a specific delivery agency, the 'Partnership for South Hampshire' (PUSH), which undertakes many cross boundary studies and has produced a number of guidance 'Frameworks' to be used by Local Authorities in developing their LDFs.

The South Downs National Park

A significant part of the District lies within the South Downs National Park, which was confirmed by the Secretary of State in April 2009. At present it is the intention that a shadow National Park Authority will be in place by April 2010, with formal designation by April 2011, which will have responsibility for producing its own Local Development Scheme and Local Development Framework. The City Council will liaise with the National Park Authority and other relevant bodies to establish which existing/proposed documents will be saved or continued, and the programme for their replacement. In the interim period the South Downs Management Plan will form part of the evidence base, and the Core Strategy will set out a strategic policy framework for the National Park, as relevant to the Winchester District.

Development Plan Documents

Core Strategy

There has been a delay in the production of the Core Strategy since approval of the 2007 LDS, which indicated that by January 2009 the examination period would be commencing.

This is due to a number of reasons:-

- Changing requirements and an increasing understanding of what is expected to be set out within Core Strategies;
- requirements of PPS3 to undertake a Strategic Housing Land Availability Assessment,
- publication of revised PPS 12 and subsequent revisions to the Planning Regulations in June 2008
- advisory visits from PINS and PAS via its Spatial Planning Information Sharing initiative have suggested that certain areas of the Core Strategy require further work in terms of viability and ensuring the proposed strategic allocations are deliverable with the requisite infrastructure in place at the right time.

Preparation of the Core Strategy commenced in 2006 with early 'front loading' community engagement. During January 2008, under old Regulation 25, the Council undertook a wide Issues and Options consultation, which generated a significant amount of interest within the District. Representations were received from over 3,000 individuals and organisations, raising a variety of comments and observations, not only on specific options proposed but also on the overall spatial strategy for the District. This level of response required significant additional resources to administer and created an inevitable delay in the reporting of the comments to the Council's LDF Cabinet Committee during late 2008/early 2009.

A further extensive consultation was undertaken during May/June 2009 under revised Regulation 25, although referred to as the 'Preferred Option'. During summer 2009 the Council benefited from advisory visits from PINS and PAS. These both raised issues that would impact on the potential 'soundness' of the Core Strategy and the need for significant additional evidence relating to the viability and delivery of not only the proposed strategic allocations but also the SDAs insofar as they relate to the Winchester District.

The Council has continued to hold targeted stakeholder meetings and discussions with infrastructure providers which culminated in a special LSP/LDF Delivery Agent Event in July 2009, to explore with all the key providers the requirements for the proposed strategic allocations. However, given the advice of PINS and PAS, the Council consider it necessary to delay Core Strategy preparation and publication under Regulation 27 until autumn 2010. This will provide sufficient time to undertake the necessary work in relation to the strategic allocations and to ensure that the policies are properly expressed, with a locally distinct vision and set of strategic planning objectives.

Furthermore, this delay will also provide time for further technical evidence and discussions with neighbouring local authorities, in relation to the planning and delivery of the two SDAs affecting the District. Also, by delaying consultation under Regulation 27 until autumn 2010, it is anticipated that any changes resulting from the elections to be held during early 2010 can

be taken into account. The following schedule details the Core Strategy preparation and publication :-

Core Strategy	
Document Details	
Role and content	The Core Strategy will provide the vision and key policies for the planning and development of the District and the framework for the preparation of other Development Plan Documents. It will also set out how development requirements are to be met.
Geographical coverage	Winchester District
Status	Development Plan Document (DPD)
Chain of Conformity	Consistent with national planning policy and in general conformity with the Regional Spatial Strategy (South East Plan). Hampshire Minerals and Waste Framework
Timetable of Key Stages (Key Milestones shown in bold)	
Sustainability Appraisal Scoping consultation with statutory consultees (Reg 25)	June 2007
Issues & Options consultation	January – February 2008
Further consultation on Preferred Option regulation 25	May – July 2009
Publication of DPD and draft SA & pre-submission consultation period (Regs 27 & 28)	October 2010
Consideration of representations	November – December 2010
Submission of Development Plan Document and SA report to the Secretary of State (Reg 30)	January 2011
Pre-examination hearing meeting.	April 2011
Hearing sessions open	May 2011
Inspector's Report – fact check	September 2011
Inspector's Report - final	October 2011
Adoption and publication of document and revised proposals map	December 2011

Arrangements for Production	
Process management (Departmental Responsibility)	Strategic Planning Division 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 through a Steering Group
Internal resources	Strategic Planning Division working in conjunction with other Council officers. Progress subject to adequate budget provision.
External resources	Use of specialist consultants as required. Liaison with County Council, PUSH 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.

Development Management and Allocations DPD

This DPD will provide the necessary detail to supplement the Core Strategy. This will assist in keeping the Core Strategy shorter and more strategic, whilst providing detail to guide developments.

This DPD will set out the detailed planning requirements for that part of the Hedge End SDA that falls within the Winchester District. This DPD will also contain site allocations that are non-strategic in nature, following the spatial strategy established in the Core Strategy.

This DPD has been programmed to formally commence with publication under Regulation 27, once the Core Strategy is adopted therefore giving certainty to the development strategy and strategic development locations within the District. Evidence gathering and early front-loading has already commenced on this document, with landowners invited to submit sites for possible inclusion. Over 100 sites of varying sizes have so far been submitted and the opportunity for this will continue up until publication. Work on the SHLAA will also contribute to the development of this DPD, as this is the key tool to identify the development potential across the District.

In terms of the work commenced on the Hedge End SDA this is being led by Eastleigh Borough Council and there is now a dedicated Project Manager in post. The timescale of this DPD has been adjusted slightly to reflect Eastleigh's LDS and production of its Core Strategy which will contain the necessary details of the SDA from their perspective. The Winchester Core Strategy will establish the broad planning framework for the SDA, but the detail will be set out in the Development Management and Allocations DPD.

Publication under Regulation 27 is therefore planned for December 2011 with submission in March 2012, this period of time is allowing for the anticipated number of responses and interest in this document, particularly as it will now contain the details of the SDA.

A detailed programme for Development Management and Allocations DPD is set out below :

Development Management and Allocations Document Details	
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 guidelines, it will also include the details for planning and delivery of the Hedge End SDA.
Geographical coverage	Winchester District

Status	Development Plan Document (DPD)
Chain of Conformity	With the Local Development Framework's Core Strategy and the Hampshire Minerals and Waste Framework.
Timetable of Key Stages (Key Milestones shown in bold)	
Sustainability Appraisal Scoping consultation with statutory consultees (Reg 25)	December 2010
On-going participation	December 2010 – September 2011
Publication of DPD and draft SA & pre-submission consultation period (Regs 27 & 28)	December 2011 – January 2012
Consideration of representations	February – March 2012
Submission of Development Plan Document and SA report to the Secretary of State (Reg 30)	March 2012
Pre-examination hearing meeting.	April 2012
Hearing sessions open	May 2012
Inspector's Report – fact check	October 2012
Inspector's Report - final	November 2012
Adoption and publication of document and revised proposals map	January 2013
Arrangements for Production	
Process management (Departmental Responsibility)	Strategic Planning Division 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 through a Steering Group. Partnership working with Eastleigh Borough Council
Internal resources	Strategic Planning Division working in conjunction with other Council officers. Progress subject to adequate budget provision.
External resources	Use of specialist consultants as required.

	Liaison with County Council, PUSH authorities and other bodies as required. SDA Project Manager
Community and stakeholder involvement	As set out in the Statement of Community Involvement, including key links with the Local Strategic Partnership.

Other LDF Documents

North of Fareham Strategic Development Area AAP

This SDA will lie within Fareham Borough. The City Council will continue to work closely with officers in Fareham to assist the delivery of the development area, the Council currently sits on the Project Board for the SDA. Fareham Borough Council LDS indicates Regulation 25 consultation during June – July 2009; pre-submission publication November – December 2010; submission February 2011 with adoption anticipated November 2011.

The proximity and potential impact of the SDA on Winchester District may require planning guidance through the preparation of an SPD at some point in the future to deal with matters such as provision of Green Infrastructure and the protection of gaps between the SDA and existing settlements. The need for such guidance will be monitored as the AAP is developed.

Supplementary Planning Documents

The 2008 AMR proposed that this LDS would contain details of proposed SPD. However, the requirement for SPD to be included in the LDS has been removed by new Regulations. Therefore, a list of adopted and planned SPD is included in an Appendix to the LDS (Appendix 3) for information purposes. The amendments to the regulations will make it possible for additional SPD to be proposed without the need to revise the LDS, which allows for greater flexibility in the timescales for production of SPD. This is particularly helpful for SPD that are produced by community organisations and other groups outside the Council's control.

In terms of planned SPD, one on Car Parking Standards is currently being prepared by the Council. Consultation was undertaken during early 2009 with adoption anticipated in October 2009.

Statement of Community Involvement

The Council adopted the SCI in January 2007. It may be necessary to make revisions to the SCI following the publication of new Planning Regulations. However no programme has yet been prepared for its revision and priority is given to other DPDs. Therefore, until the revised SCI is produced the spirit of the existing SCI will be used when deciding on how to consult on new style DPDs.

Evidence Base

Production of sound DPDs is based on the development of a robust and comprehensive evidence base. To this end the Council has been developing its evidence for the Core Strategy and the LDF in general.

Some components of the evidence base relate to documents of the Council and other bodies which were already in existence (such as the Landscape Character Assessment). Some of

the evidence gathered has been one-off studies which may not be repeated for some time, such as the Strategic Flood Risk Assessment (2007). Other documents will be updated more regularly, such as the SHLAA. The process of continuing engagement with stakeholders and the Winchester communities has created a great deal of evidence from this valuable source through structured events such as workshops, notes of which are placed on the Council's website.

The components of the evidence base for the LDF are listed at Appendix 4, these primarily relate to planning evidence in conjunction with the LDF, rather than wider documentation produced by the Council and its partners.

Strategic Environmental Assessment, Sustainability Appraisal and Habitats Regulations Assessment

Achieving sustainable development is at the heart of the new 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 new European Union Directive came into force in July 2006 which 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.

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.

Consequently the Core Strategy will be assessed in accordance with the Equality Impact Assessment manual established by Winchester City Council which examines the impact of the draft policies on gender, age, race, disability and health, sexuality, religion and belief along with other more general categories such as those on low incomes, those living in a rural area or those with caring responsibilities etc.

LDFs also have to comply with the requirements of the European Communities 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.

Delivery and Implementation

PPS12 places increased emphasis on the provision of appropriate infrastructure to enable the delivery of planned development. The Council is involved in on-going engagement with infrastructure providers, to ensure that the developments proposed initially within the Core Strategy through strategic allocations and subsequently Development Management and Allocations DPDs are deliverable. The Council's DPDs should also reflect the plans and strategies of these providers as necessary.

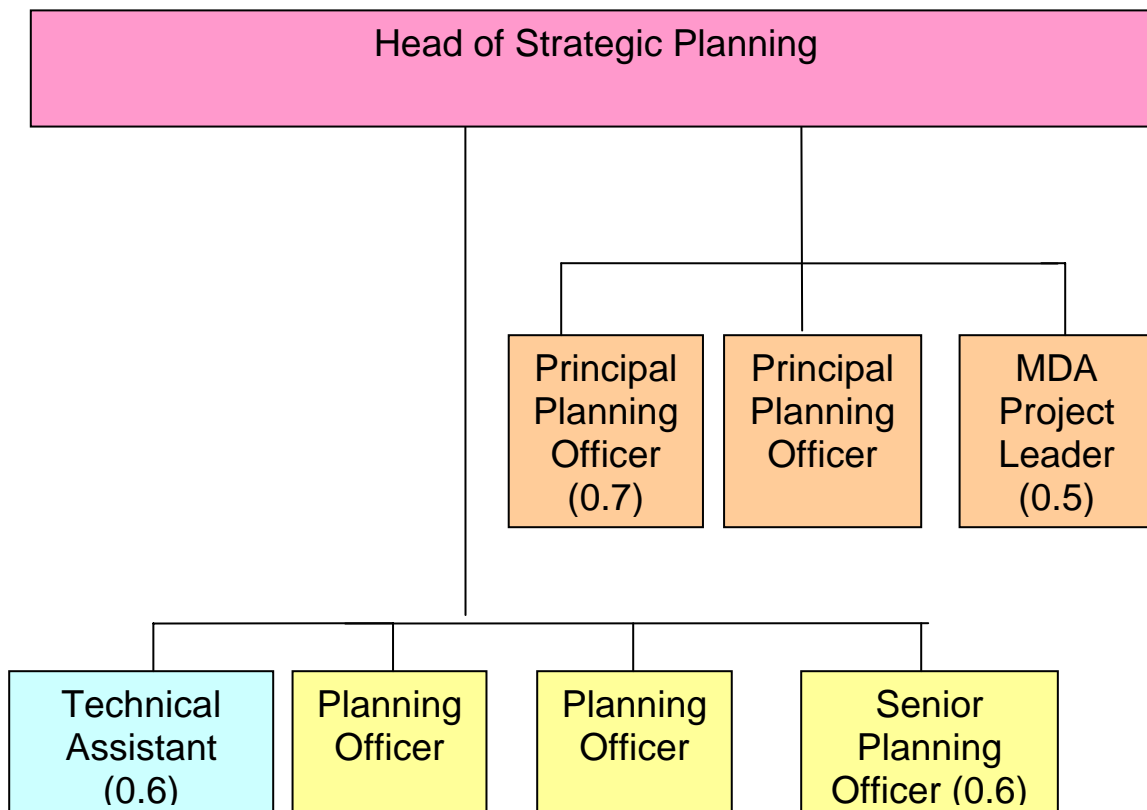
The Core Strategy will be required to be supported by an infrastructure plan that identifies not only the infrastructure requirements but also the delivery agencies/partners and timescales for implementation. This will also need to address risk management and the need to plan for contingencies if the required elements do not come forward within the prescribed period.

With regard to the introduction of the proposed Community Infrastructure Levy the regulations required to implement this mechanism of raising finance are yet to be published. The Core Strategy will therefore need to broadly set out the Council's approach to the provision of infrastructure, including the mechanics required to ensure that the necessary financial contributions are forthcoming. But due to the complexity of this it will be necessary to establish a formal framework for requesting contributions through a DPD/SPD. Due to the current legislative uncertainty, it is proposed to keep this matter under review and revise the LDS as necessary.

Resources

The LDS programme will require input from various sections of the Council, and this will be co-ordinated at officer-level by the Strategic Planning Division. The Strategic Planning Division originally consisted of 7.2 full-time equivalent posts, with its responsibilities covering areas additional to the Local Development Framework and, in particular, involvement in regional planning, supplementary planning documents and the planning and the implementation of major development.

Due to vacancy management processes within the Council and the need to reduce staff overheads, the Strategic Planning Division is currently operating with 0.8 full time equivalent posts vacant (at 6.4 full-time equivalent posts) and a proposed restructuring to increase the capacity of the Division has been postponed. The impact of the current budgetary requirements of the Council results in uncertainty about when the team will return to its original status. This will obviously have an impact on how much progress can be made with programmed DPDs etc. This LDS is therefore based on the reduced establishment of the Strategic Planning Division, as indicated below:

Structure of Strategic Planning Division

The LDF is a corporate priority for Winchester Council and has been prepared jointly with other areas of the Council, notably with work on the Sustainable Community Strategy and the Economic Strategy. Officers from other sections of the Council have already been involved in the development of the Core Strategy in areas such as affordable housing and transportation. Their specialist knowledge supplements the work of the core Strategic Planning staff. It is possible that staff may also be drawn from development control work on a temporary basis as the planning and then implementation of the proposed strategic allocations requires significant resources, from the pre-application master planning stage through to the consideration of the planning application.

Outside organisations are also a key part of the LDF. Members of the Winchester District Strategic Partnership play a key role in the LDF and have been instrumental in the evolution of key documents to date. They are a particularly useful resource in terms of understanding the infrastructure requirements and mechanisms for delivery.

The Council is also a member of PUSH and works closely with officers of this organisation to implement the sub-regional strategy as it applies to the District; this includes commissioning and participating in relevant PUSH studies and working groups. PUSH resources and its access to regional funding will be an important factor in delivering major development in the southern part of the District. Resources to undertake evidence studies for the Hedge End SDA have been provided, part funded by PUSH. Hampshire County Council also provides assistance, especially, in assisting with the monitoring process i.e providing information on housing completions.

The Council has worked closely with Havant, Eastleigh and Fareham Borough Councils to bring forward major sites with cross boundary interests, and has shared resources where appropriate. The Advisory Team for Large Applications (ATLAS) which is part of the Housing and Communities Agency has assisted the Council in bringing forward the major development area West of Waterlooville, and is expected to continue to assist as appropriate in bringing forward significant schemes. Transport For South Hampshire has undertaken a number of studies to assist with the assessment of traffic impacts in relation to the sub-region.

The City Council has a 'Local Development Framework Reserve' fund, to which it contributes over £90,000 annually, to spread the cost of major development plan expenditure, e.g. the appointment of consultants and the costs of the examination for the DPDs. The Council has recognised the importance of the delivery of the LDF and associated development and will seek to maintain an adequate level of funding.

Risk Assessment and Management

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 and other legislation.

There is an increasing requirement through LDF guidance to ensure that the LDF is adequately project managed and resourced to avoid timescales slipping.

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	medium	Spread knowledge of LDF development throughout the team to minimise impact.	Reappoint as soon as possible – this may however not be possible given the Councils current financial restrictions on recruitment Re-deploy staff from other areas of the Council Employ external consultants – given the currently financial situation of the Council this option is less likely
New national legislation	Medium	medium	PPS12 and planning regulations have been revised (mid 2008); There may be further changes resulting from changes of Government policy following a General Election within the coming year.	Sufficient flexibility has been included in the timescales for DPD production.
Problems	High	medium	Close working with	Sufficient

arising from joint working with PUSH, Eastleigh and Fareham Councils			other authorities and Council Members to detect issues early in process	flexibility has been included in the timescales for DPD production. Discussions have already taken place with neighbouring LAs.
Failure to achieve timely provision of infrastructure	Low	High	Discussions with infrastructure providers has commenced and will become more focussed as the development strategy and impact on infrastructure for the District becomes clearer.	Continuing ongoing engagement with infrastructure providers. The development of a comprehensive infrastructure delivery plan and timely review and adjustment of that plan through the AMR
DPD found unsound	Low	High	Continual close working with GOSE and PINs on DPD production.	Go back to an earlier stage, revise the plan and re-submit
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. Ensure sufficient resources available to assist at short notice if a large number of representations are received; maximise electronic processing of representations.
Changes to the administration of the Council	medium	medium	To work closely with all elected members, through raising awareness of LDF/DPDs.	Build sufficient flexibility into the strategy

Monitoring & Review of LDS

The AMR will monitor the progress of the LDS on an annual basis, reporting in December each year. It will also need to specifically monitor the infrastructure plan. The Council will discuss any necessary changes with GOSE and PINs, should they be required.

The AMR will also monitor the delivery of policies when they have been adopted. Targets and Indicators will be identified for the policies within the Core Strategy.

The SHLAA will also be updated regularly to inform the delivery of housing requirements.

Other elements of the evidence base will be updated and expanded as necessary.

The Council's Sustainable Community Strategy (SCS) has recently undergone a 'refresh' to reflect the concepts emerging through the LDF and in particular the Core Strategy. Its monitoring programme is linked with Local Area Agreement (LAA) targets and indicators. Core Strategy production and elements of the Local Plan have also been included where relevant. The AMR includes, where relevant, those elements of the SCS and LAA.

APPENDIX 1

WINCHESTER CITY COUNCIL LOCAL DEVELOPMENT FRAMEWORK - DPD PROGRAMME (October 2009)

PROJECT	2009												2010												2011												2012																							
	J	F	M	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	J	F	M	A	M	J	J	A	S	O	N	D												
Winchester District Local Plan Review	Saved Plan												Saved policies may continue until replaced by a new DPD policy																																															
DPDs																																																												
Core Strategy																																																												
Development Management and Allocations																																																												

KEY

<p>Sa Sustainability Appraisal & public participation (Reg 25)</p> <p>P Publication & submission consultation (Regs 27 & 28)</p> <p>S Submission (Reg 30)</p> <p>PH Pre-Hearing meeting</p> <p> Ongoing public & stakeholder participation (Reg 25)</p> <p> Winchester District Local Plan Review</p>	<p>H Hearing sessions open</p> <p>IF Inspector's report - fact check</p> <p>I Inspector's report - final (Reg 35)</p> <p>A Adoption</p>
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APPENDIX 2: WDLPR Saved policies and Development Plan Documents in which they will be reviewed/replaced

CS = Core Strategy. DMA = Development Management & Allocations
SPD = Supplementary Planning Document

N.B : Local Plan policies replaced by policies within either the Core Strategy or Development Management and Allocations DPD will not be replaced on a like for like basis, they will be expressed in accordance with the revised LDF regulations and guidance and take into account local evidence.

WDLPR Policy No.	WDLPR Policy	Location within LDF/ Reason for not saving
DP 1	Design Statement reqmt	Strategic policy in CS with supporting details if required in DMA.
DP2	Master Plan reqmt for large sites	
DP3	Design Criteria	
DP4	Landscape and the Built Environment	
DP5	Design of Amenity Open Space	
DP7	Aerodrome Safety	DMA/Proposals Map
DP9	Infrastructure for New Development	CS. DPD/SPD to be produced for further detail if required
DP10	Pollution Generating Development	DMA if required.
DP11	Un-neighbourly Uses	
DP12	Pollution sensitive development	
DP13	Development on Contaminated land	
DP14	Public Utilities (& Telecommunications)	
CE1	Strategic Gaps	CS/DMA
CE2	Local Gaps	CS/DMA
CE3	Development in Gaps	CS/DMA
CE4	Essential Services	DMA
CE5	Landscape character	DMA
CE6	AONB	CS/DMA replace with reference to South Downs National Park
CE8	Nature Conservation – National Sites	Strategic policy in CS if necessary with supporting details if required in DMA.
CE9	Nature Conservation – Locally Designated Sites	
CE10	Other Sites of Nature	

	Conservation Interest	
CE11	New and Enhanced Sites of Nature Conservation Value	
CE13	Essential Development in Agriculture	DMA if required
CE14	Agri-industry Agri-distribution	DMA if required
CE15	Fish Farms	DMA if required
CE16	Farm diversification	DMA
CE17	Re-use of buildings	CS/DMA
CE18	Existing Employment Uses	CS/DMA
CE19	Housing for Essential Rural Workers (mobile homes)	DMA
CE20	Housing for Essential Rural Workers (permanent dwellings)	DMA
CE21	Occupancy Conditions	DMA
CE22	Dwellings for Other Rural Workers	DMA
CE23	Extension & Replacement of Dwellings	DMA
CE24	Conversion & changes of Use	DMA
CE25	Conversion of Larger Buildings in Extensive Grounds	DMA
CE26	Staff Accommodation	DMA if required
CE28	Sustainable Recreation Facilities	DMA
HE1	Archeological Site Preservation	DMA
HE2	Archeological Site Assessment	DMA
HE3	Historic Parks etc	DMA
HE4	Conservation Areas – Landscape Setting	DMA
HE5	Conservation Areas – development criteria	DMA
HE6	Conservation Areas – detail required	DMA
HE7	Conservation Areas – Demolition of Buildings	DMA
HE8	Conservation Areas – Retention of Features	DMA
HE9	Shopfronts –	DMA

	Retention of Existing	
HE10	Shopfronts – New Shopfronts in CAs	DMA
HE11	Signage in CAs	DMA
HE12	Blinds & Shutters	DMA
HE14	Historic Buildings – Physical Alterations to	DMA
HE17	historic redundant, agricultural or industrial buildings	DMA
H1	Housing Strategy	CS
H2	Local Reserve Sites	DMA
H3	Settlement Policy Boundaries	DMA
H4	Outside Policy Boundaries (infill)	DMA
H5	Affordable Housing	CS
H6	Rural Exception Sites	CS
H7	Housing Mix and Density	CS/DMA
H9	Mobile Homes (New)	DMA if required
H10	Mobile Homes (Loss)	DMA if required
E1	Employment Strategy	CS
E2	Loss of Employment	DMA
E4	Winchester Office Development - Outside Town Centre	DMA
SF1	Town Centre Development - New	DMA
SF2	Town Centre Development - Loss	DMA
SF3	Town Centre Development – Food & Drink	DMA
SF5	Primary Shopping Area	DMA
SF6	New Facilities and Services	DMA
SF7	Loss of Facilities and Services	DMA
SF8	Further & Higher Education	DMA
RT1	Important Amenity Areas	DMA
RT2	Important Recreational Space	DMA

RT3	Smaller Important Open Spaces	Strategic policy and revised standards in CS, details in DMA
RT4	Recreational Space for New Housing Development	
RT5	Site Allocations for Recreation	
RT6	Children's Play Facilities	
RT9	Recreational Routes	DMA
RT11	Equestrian Development	DMA
RT12	Golf related development	DMA
RT13	Noisy Sports	DMA
RT14	Indoor Leisure Uses	DMA
RT15	Facilities for tourism in the settlements	CS/DMA
RT16	Tourism & Leisure Facilities in the Countryside	CS/DMA
RT17	Camping/ Caravanning Sites	DMA
RT18	Permanent Short-Stay Tourist Accommodation in Countryside	DMA
T1	Development Location	CS
T2	Development Access	DMA
T3	Development Layout	DMA
T4	Parking Standards	SPD
T5	Off-Site Transport Contributions	DMA
T6	Integrated Transport Infrastructure	DMA
T9	Freight Facilities	DMA
T11	New Road Schemes	DMA
T12	Safeguarded Land (Botley By-pass & Whiteley Way)	DMA
W1	Winchester's Special Character	DMA
W2	Town Centre, Shopping & Facilities -Broadway/Friarsgate	DMA
W3	Recreation - Bushfield Camp	CS – Potential strategic allocation for 'knowledge park'
W4	Park and Ride	DMA
W5	Town Centre Traffic Management	DMA
W6	Parking Controls and	DMA

	Servicing – New Public car parks	
W7	Parking Controls and Servicing – Parking Standards	DMA
W9	Environmental Traffic Management	DMA
W10	New Footpath Proposals	DMA
W11	New Bridleway Proposal	DMA
MDA1	Proposals for West of Waterlooville	CS – strategic allocation
MDA2	Proposals for Winchester City (north)	CS – strategic allocation
S1	Bishop's Waltham – Ponds	DMA
S2	Bishop's Waltham - Malt Lane	DMA
S3	Bishop's Waltham – Abbey Mill	DMA
S4	Bishop's Waltham – Pondside	DMA
S6	Cheriton – Freeman's Yard	DMA
S7	Curdrige – Hilsons Road	DMA
S9	Kings Worthy – footpaths	DMA
S10	Proposals for land at the former station yard Sutton Scotney	DMA
S12	Proposals for land at Whiteley Green	DMA
S14	Whiteley – Solent 2	DMA
S15	Whiteley – Little Park Farm	DMA

APPENDIX 3: List of SPD adopted and other supporting documents

Adopted Supplementary Planning Documents

Implementation of Local (Housing) Reserve Sites Policy SPD (July 2006)
 Implementation of Infilling Policy SPD (July 2006)
 Kings Worthy VDS (October 2006)
 Denmead VDS (February 2007)
 St Barnabas West (Teg Down) NDS (February 2007)
 Chilbolton Avenue LADS (January 2006)
 Springvale Road LADS (August 2006)
 Sleepers Hill LADS (January 2007)
 Compton Down LADS (January 2007)
 Development of Affordable Housing (February 2008)
 Sparsholt VDS (revised) (November 2007)
 New Alresford Town Design Statement (April 2008)
 West Fulflood & Oram's Arbour Neighbourhood Design Statement (May 2008)
 Oliver's Battery VDS (July 2008)
 Otterbourne VDS (July 2008)

Supplementary Planning Guidance prepared under the old planning system, which may continue to be a material consideration:

<u>Specific issues</u>	Date adopted	WDLPR Policies
Achieving a Better Mix in New Housing Developments	2000	H7
Design Guidance for the control of Shopfronts and Signs	1998	HE9-HE12
Winchester District Landscape Character Assessment	2004	CE5, DP4
Winchester Conservation Area Project	2003	HE4 – HE8
Equestrian Development	1999	RT11
<u>Development Briefs and Master Plans</u>		
Broadway / Friarsgate Planning Brief	2003	W2
Whiteley Business Park, Phase 2, Development Brief	1991	S14

	date adopted	WDLPR policies
<u>Village Design Statements</u>		DP1-DP5, H3/H4, H5, H7
Boarhunt	2002	
Bramdean	2000	
Corhampton & Meonstoke	2002	
Crawley	2001	
Curdridge	2002	
Exton	2002	
Itchen Abbas	2001	
Littleton	2001	
Micheldever	2002	
Soberton	2002	
Sparsholt	1999	
Swanmore	2001	
Upham	1999	
West Meon	2002	
Wickham	2001	
<u>Neighbourhood Design Statements</u>		
St Giles Hill, Winchester	2004	

APPENDIX 4: EVIDENCE BASE

The following documents have informed the evolution of the LDF to date :-

- Winchester District Urban Capacity Study (Winchester City Council, 2001)
- Winchester District Housing Needs Survey (David Couttie Associates, 2002).
- Winchester City and its Setting (Landscape Design Associates, 1998)
- Future of Winchester Study (Winchester City Council, 1999)
- Assessment of Retail Floorspace in Winchester (Nathaniel Lichfield, 2003),
- Vision for Winchester (Winchester Town Forum, 2006)
- Winchester District Landscape Character Assessment (Winchester City Council, 2004)
- Hampshire Local Transport Plan (Hampshire County Council, 2006)
- Winchester District Open Space Strategy (Winchester City Council, 2008/09. Re-published annually)
- Winchester District Local Biodiversity Action Plan (Hampshire & Isle of Wight Wildlife Trust, Draft 2005)
- Winnall Industrial Estate Study (Winchester City Council 2007)
- Tourism Strategy (Winchester City Council, 2005)
- Contaminated Land Strategy (Winchester City Council 2004)
- Tree Strategy (Winchester City Council 2006)
- Winchester Air Quality Action Plan (Winchester City Council April 2006)
- Gypsy and Traveller Accommodation (Hampshire County Council 2006)
- South Downs Management Plan (South Downs Joint Committee 2007)
- Climate Change Plan (Winchester City Council 2007)
- Parish Plans (various)
- LDF Annual Monitoring Report (Winchester City Council 2008. Re-published annually)

In addition to the above general reports a number of specific studies have been commissioned explicitly to inform LDF preparation (all can be viewed on the Council's website www.winchester.gov.uk) :-

- Retail and Town Centre Uses Study - 2007
- Strategic Housing Market Assessment – 2007
- Strategic Housing Land Availability Assessment – draft 2008
- Economic and Employment Land Review – 2007
- Supplementary Economic and Employment Report - 2009
- Strategic Flood Risk Assessment – 2007
- Open Space, Sports and Recreation Study – 2008
- Green Infrastructure Technical Paper – 2007

- Renewable Energy Study – 2008
- Transport Assessment – 2007
- LDF Transport Assessment Stage 1 – 2008
- LDF Transport Assessment Stage 2 – 2009 (in progress)
- Green Infrastructure Study – 2009 (in progress)
- Affordable Housing Viability Study – 2009 (in progress)
- Climate Change Viability Study 2009 (in progress)
- Bushfield Camp Viability Appraisal 2009 (in progress)

PINS LDF Advisory Visit – Winchester

Inspector's Advice Note - David Vickery – 24 to 28 August 2009

The purpose of this Advisory Visit was to consider what has been done so far in preparation of the Core Strategy (CS) and to identify those matters and questions that at this stage appear potentially problematic in terms of soundness. It did not seek to test material, confirm the adequacy of the CS or endorse any part of it as sound. This Note should therefore not be taken as pre-judging the outcome of the examination of the submitted CS in any way. The Note sets out specific advice for this authority based on the particular circumstances and questions raised. Although the Note contains some general guidance and good practice, it should not be assumed that this specific advice is necessarily applicable to all other authorities and other circumstances. The main sources of advice as to the appropriate content are: PPS12; the PAS Plan Making Manual; and the PINS Soundness Guidance (July 2008).

Key Problems

- Vagueness and lack of clarity on some key policies could cause the CS to be found unsound - particularly the Hedge End SDA (SH4), housing numbers, Bushfield Camp (WT3), and the distribution and amount of employment floorspace (CP3).
- The necessary work on the evidence base and firming up infrastructure requirements may delay the CS's timetable.
- The above problems could mean that the CS is not adopted in time to ensure that a planning framework is in place to deal with major planning applications and possible subsequent "call-ins" by the Secretary of State. Planning by appeal could result.

General guidance for writing the CS

You should have one editor of the CS – not a group. This person should make sure it clearly says what you intend it to say and edit the CS succinctly before publication. I would expect the final CS to be considerably shorter than the Preferred Option, ideally no more than 50-60 pages of strategy and key policies, concentrating on the key policies and proposals and the essential justification for the strategy.

Continually ask yourselves the following questions:

▪ **Is it Spatial Planning?**

Are the various parts of the CS (policies and text) relevant to spatial planning? That is, are they contributing to "place shaping and delivery"? If it does not shape a place and/or cannot be delivered, what is it doing in the CS? (¶s 2.1 to 2.7 of PPS12)

▪ **Does it deal with the basic questions?**

The basic questions to be answered by every part of every policy are:

- **what** will be delivered;
- **where** will it be delivered;
- **when** will it be delivered; and
- **how** will it be delivered through the Core Strategy?

▪ **Does the CS deal with the critical questions?**

The critical questions cannot be left in the CS to be answered by a subsequent DPD or SPD. The CS is the place where the tough, hard and key decisions have to be made. The principle guiding components must be in the CS before a lower level Document can deal with the detail of implementation.

▪ **Are the Vision and Objectives focussed?**

Are the Vision and Objectives sufficiently (a) spatial in planning terms and (b) locally specific and distinctive? Are they clear, easy to read and to understand? Do they (and the Plan overall) provide everyone with a sense of purpose and direction?

The CS should give a clear message about the ways in which the area will change by its end date. The CS must be very clearly focussed on the locality and how it will change. This is not the case at the moment.

Strategic Sites

The Council intends to make four strategic allocations for Barton Farm, Bushfield Camp, North Whitely and West of Waterlooville.

A site is strategic if the delivery of the CS is dependent on it. The implication of making a strategic allocation in a CS is that the development will not need to be addressed in a subsequent DPD. The CS should make clear how the development will be advanced – for example through a master plan or a Supplementary Planning Document (SPD). If you are to advance the development by a planning application, the policy must be detailed enough to set out what would be required in the applications and the Design and Access Statements, probably with conceptual master plans for each site (see below). This has been done in the [West of Bewbush Joint AAP](#). I also understand that Swindon has decided not to ask for further master planning in its CS strategic allocations.

The inclusion of a strategic site allocation in the CS will add to the range and detail of work needed to justify it. The level of detail will in practice depend on when the site is expected to come forward. For a site anticipated in the early years of the CS there is an expectation that the detailed delivery matters such as availability and infrastructure requirements will have been resolved. Matters that impact on the rest of the Plan area (such as the scale and nature of development) will also need to have been resolved. On the other hand, matters that only impact on the site itself, such as the internal road layout, may not need to be detailed. See also the following section on Infrastructure.

Any strategic allocations will need to be clearly defined including all the land needed to deliver that development. Therefore, in addition to the key diagram, the CS will have to show how the Proposals Map will be updated when it is adopted.

Your policies would have to be very clear and comprehensive if there is to be no later master planning. The policy in the CS allocating a strategic site would need to cover the following:

- A clear objective/aim for what is intended to be achieved in the overall development;
- Identification of site constraints - both those that are fixed and those that need to be overcome or mitigated;
- All the different land uses/proposals and their scale that the site is to accommodate (xx housing, yy employment, community facilities etc);
- What infrastructure (e.g. transport, education, social and community services) is needed to make that development a viable, attractive, sustainable location;
- What of the above needs to be provided by when (i.e. inter-related phasing of all elements) and who will fund it and deliver it.

- Milestones for progression of the development, e.g. application submission and commencement on site, phasing and consequences if missed; and
- The allocation boundary on the Proposals Map (as above).

Hedge End SDA

There is no doubt in my mind that policy SH4 on the Hedge End SDA as drafted would be unsound. It would not comply with the South East Plan requirements in its policy SH2. In particular, it does not deal with the basic questions I have mentioned above – what, where, when and how? What are the principles that might govern this development? Where will it go? And so on.

This would be a major flaw in the CS. It might even be so fundamental that the whole CS could be found unsound as a result. And so all the good work on the other much needed provisions in the CS, including the strategic allocations (such as West of Waterlooville), could be lost as a consequence.

I understand that your Council has concerns about development here and the slow pace of progress. The CS should “grasp the nettle” and be upfront about these problems and any others relating to the SDA. It should say what ideally it would want to see happen here and how it intends to work jointly with Eastleigh. And then it should deal with the foreseeable contingencies as alternative policy options. What are the sensitive land areas that would be excluded (backed up by good landscape and environmental evidence)?; what areas in Winchester could be developed and under what circumstances?; and how would Winchester deal with a shortfall in numbers? Of course, in parallel, your Council may wish to influence the new Regional Plan which is just starting its review.

Infrastructure Delivery Plan

You are preparing an “Infrastructure Delivery Plan”. It is imperative that infrastructure is seen to be in place at the right time to allow development to be implemented in the planned manner.

Continue to get key partners on board and 'signed up' to delivery mechanisms. This can mean chasing them to get answers up front and making sure that the answers are understood and acted upon before submission. The key questions to be addressed are a) what is the infrastructure required to deliver; and b) can it realistically be delivered in the timescale of the Plan's phasing?

Viability assessment is even more important in today's difficult financial climate - see ¶s 4.8 to 4.12 and 4.45 in PPS12. Will sustainability and renewable energy policies harm housing supply? (¶s 31 & 33 PPS1 Climate Change); are affordable housing requirements economic? (¶ 29 PPS3 and the Blyth Valley judgement).

PPS12 says that the infrastructure planning process should identify and have evidence for, amongst other matters, cost and funding sources (¶s 4.8 to 4.12 and 4.45). The detail of such information would be less the further ahead one is looking. The PPS3 15-year period split into 3 x 5-year phases with less detailed information required on each successive phase could serve as a useful model/analogy for viability and delivery assessment in the CS (developable; deliverable; broad locations).

Viability is difficult – there is as yet no authoritative advice on how to deal with it. The HCS has produced a [Good Practice Note](#) on responding to the downturn, which gives some advice. Certainly, the house and land values of 2007 can no longer be used, but it can also be said that the very low values of the last few years should not be extrapolated throughout the plan period.

You will no doubt be aware from others as to how this was resolved in the West of Bewbush Joint AAP, which may be helpful as one way forward:

- 1) The regular predictions of house price inflation produced by [Savills](#), [Knight Frank](#) and [DCLG](#) were used to derive an agreed level of house prices at the relevant date(s):
- 2) This was treated as the medium scenario. Two other scenarios were then created at agreed lower and higher house price rates. These three scenarios (low, medium and high) were then used in the [HCA economic appraisal tool](#) - Excel spreadsheets, which have just been updated.

If exceptional economic conditions persist the monitoring arrangements should identify the implications of this and point to what changes may need to be made to the CS. It is a feature of residual valuations that comparatively minor adjustments to the constituent figures can have a major effect on the result. Nevertheless, this methodology and this particular tool are commonly used for the valuation of development sites, which shows that it is potentially a reasonably precise valuation instrument.

The SHLAA and Windfalls

You should know through the SHLAA whether there could be a gap in supply between sites that are now available (without the need for allocation in a DPD) and the date when the first allocated sites would come on stream (either strategic sites or those in a future Site Allocations DPD). If there is such a gap, then the CS should say how that gap would be resolved. Phasing does not seem to have been addressed in the CS.

You raised a number of questions about the SHLAA, and PAS has produced a 2008 [FAQ Booklet](#) which answers some of these. There is nothing in the LDF system or the SHLAA guidance which obliges a Council to assess obvious non-runner sites in detail, whether for sustainability appraisal or in the SHLAA. The SHLAA should sieve out sites (as you have done in Stage 4) which are patent non-runners. But you need to identify concisely the reasons, list them and record the fact that they have not been assessed further in the report. I am not sure that the criteria for sieving have been set out clearly in the SHLAA.

PPS3 ¶ 59 makes it very clear that windfalls cannot be included in the first 10 years of land supply unless the authority can provide robust evidence of genuine local circumstances that prevent specific sites being identified. The fact that land has in the past come forward from windfalls and is expected to continue to come forward, is not robust evidence of the sort required. Even in years 11 to 15 if it is not possible to identify sites, PPS3 requires the identification of broad locations for future growth. In some instances local authorities are relying on an element of windfalls in the 11 plus years period. Inspectors have accepted this approach where councils have been able to show that it is the only practical approach in their circumstances. See the above PAS booklet for more advice (Question 21).

Thus the “small site allowance” in Table 3 should be removed and the housing found elsewhere. If the housing numbers are close to the South East Plan total requirement, then thought may need to be given to providing reserve sites in a later DPD in case numbers are not delivered as hoped.

Settlement Hierarchy Strategy

The CS must deal with high level strategy, setting the broad principles, and leaving the detail to lower order DPDs to resolve. It may be worth looking at Rutland’s Prior Options CS Sustainability Assessment and Settlement Hierarchy (p 14). Horsham’s CS merely produced a settlement hierarchy and set out broad levels of provision (CP4) to be allocated in a later DPD. I think your attempt to set out exact housing figures for each settlement is too detailed without the background evidence to justify it.

Evidence base

See the [PINS article](#) on the evidence base. Evidence should be proportionate (only as much as is necessary) to the job that needs to be done.

The guiding principle is that the evidence should be proportionate and it should inform what is in the CS. The actual evidence used must depend on what is in the CS and on local circumstances and it is a matter for your judgement.

The evidence should be as up-to-date as is practical (¶ 4.47 PPS12). Be rigorous in selecting what is needed. You may need to update old studies.

The evidence base is not tested for soundness but is primarily used to:

- Back up the soundness of a policy; or to
- Back up the course of action chosen (Sustainability Appraisal); or to
- Show there has been local community participation.

Explain clearly what options were considered and the reasons for selecting the preferred option(s). The justification does not have to be overly complex but should be transparent and based on evidence not assertion.

It could be a useful exercise to go through each policy and proposal in the CS asking yourselves critically what its justification is and what are the facts/analysis that backs this up. Is there a clear linkage from evidence to policy?

Evidence does not need to be complex; nor does it need to be over detailed. The examining Inspector will only be delving deeply if it seems flawed, unreliable or outdated. Give Executive Summaries to long, technical studies.

There is no need to summarise study findings in the CS itself as this can reduce clarity. Some councils have found it helpful to prepare a statement or “Audit Trail” that sets out the preparation process and which has clear links to the relevant evidence, including non-technical summaries.

Clearly critical “in principle” evidence needs to be sorted and resolved. This would include highway detail and Habitat Regulation Assessments. If there is a delay because some of these are regional dependant and will not be ready before the CS is to be published, then you will have to provide evidence independently using previous studies and limited work to show that the CS proposals will work at the time they are to be developed.

The supporting text in the CS should make references to the evidence, such as by the use of footnotes. Where some of the recommendations of a study forming part of the evidence base have not been accepted by the Council in developing policies and proposals in the CS it should be clear why. Conflicts within the background evidence should be explained. Where such explanations are lengthy or complex they may need to be in a separate supporting document, again cross referenced in the CS.

Dealing with Foreseeable Change

As ¶ 4.46 of PPS12 says, the CS will have to show how it will deal with contingencies – in other words with foreseeable changes. Some planning authorities give the impression of wanting the “perfect” Plan. This is not possible, particularly in the present difficult economic climate. A Plan will not be found unsound just because uncertainty exists and is explicitly acknowledged in the CS. The important thing is for the implications of the uncertainty to be taken into account and the “what if” situation considered.

The CS has to show what alternative strategies it has to handle the uncertainties, such as the late provision of needed infrastructure. In other words, the CS must be seen to be flexible and so effective, or else it is unsound. Flexibility comes through monitoring and management mechanisms and contingency planning in response to uncertainties. Your CS is presently not flexible enough in dealing with foreseeable contingencies.

The following are suggestions for dealing with possible changes or contingencies. These could apply to flexibility in a policy or in dealing with a possible major change.

- Set out in detail how the contingency would be handled.
- Specify monitoring targets/indicators with set limits when specified action would take place (e.g. the 10% - 20% range for housing in ¶ 65 PPS3).
- Devolve handling the contingency down to a separate DPD, setting out in the CS the parameters (broadly or in detail) for how in principle it would be dealt with.
- Indicate that the CS would need to be wholly reviewed in order to deal with the contingency. The circumstances that would trigger the review and timing of it (allowing time for the review itself so that it would be adopted in time to deal with the contingency) should be stated.
- Indicate that a specified part only of the CS would need to be reviewed, probably as a separate DPD. This would be suitable for more self-contained contingencies that did not have wider implications. Again, set out the triggering circumstances and timing.

Proposals Map

The proposals map is a cartographic representation of the geographic application of all policies with specific spatial extent set out in any DPD or saved development plan. The proposals map does not have DPD status in its own right because anything it conveys must be identified in policy in a DPD or saved development plan.

The CS has to show how the existing adopted proposals map (i.e. the adopted Local Plan map) will be changed as a consequence of its adoption, e.g. the strategic allocations and the National Park boundary. Changes include anything that is being removed (for example a protective designation) and not only what is being added. Many authorities are showing proposed changes through the use of inset plans within the submitted DPD. Generally Inspectors have found that this pragmatic approach does not create any problems. Your CS will need a Proposals Map for the strategic allocations.

The Inspectorate's experience is that a complete "submission version" Proposals Map creates confusion between what is carried over and what is new and complicates CS examinations by side-tracking people from the main strategic issues. So this is not recommended.

Policy wording

There is no hard and fast "rule" that policies should be couched in terms of encouragement and/or support. This may be true for development management policies, but CS policies should be framed to fit the circumstances – some policies may need to be negative. What is important is that the wording is clear and thus effective, so that they can be applied without confusion. And you should not repeat national or regional guidance – if anything needs to be said just say that national or regional policy will be applied for a particular development without quoting exact numbers or references as these might change over time.

Housing Trajectory and Saved Policies

The CS needs to have a housing trajectory – probably in an appendix. It should clearly show how the sites would be phased over the plan period. The 5 year rolling housing land supply [criteria](#) does not appear to take account of phasing, which means that the CS will have to carefully justify any inconsistencies in delivery. The CS should also clearly set out what saved Local Plan policies it will supersede – again, probably in an appendix.

Sustainable Community Strategy

Legally the CS must have regard to the Sustainable Community Strategy (see ¶ 4.50 PPS12). This does not mean the CS must slavishly follow it. Some SCSs are very general and aspirational with little indication of priorities or means of implementation, and care needs to be taken to avoid the CS falling into the same trap. The CS should

focus on the critical issues and the strategies to address them, using the SCS and other inputs from documents such as the South East Plan and evidence studies. But any major discrepancies between the two should be fully explained and justified.

National Park

CS policy CP9 sets out the context for planning decisions in the National Park area during the transitional period. In some cases, the possibility of preparing a “detachable” element of the CS covering the National Park has been suggested to other councils. But in your case the National Park crosses a central swathe of the district and so this is probably not appropriate.

Other concerns

I have seen the recent GOSE comments on the CS. I mentioned at our first meeting several of those concerns (before I had seen GOSE’s comments) and would emphasise:

- The need for a strategic vision and objectives which are locally distinctive. Get these right and the policies will flow naturally from them.
- WT1 is not clear on the amounts and location of development over the plan period.
- The inward commuting mentioned in paragraph 3.13 seems to weigh against the WT3 Bushfield Camp Knowledge Park allocation. The evidence to justify such a large potentially unsustainable employment location would have to be clearly justified. I understand the allocation is for high value, high end businesses to address the professional imbalance in the type of work in Winchester and to provide work for new housing. The policy should clearly state this and set out how it would ensure that the development met these objectives. It is unsound in its present state.
- Policy SH5 and its map should give some sense of context as to what the open area is to surround in the Fareham SDA, and what is to happen in the open area.
- The economic growth policy CP3 should set out the amount and distribution of floorspace. The basic what, when, where and how questions are not answered. The policy is therefore unsound as written.
- The monitoring chapter needs to be written to accord with the Good Practice Guide.
- The Key Diagram needs to be bigger and clearer and located in a more prominent position – perhaps at the end of the CS.
- We also discussed at our last meeting the need to justify (i.e. have evidence for) something different from national policy [e.g. CP20 “enabling” market housing and sustainable development (CP13) and renewable energy (CP14)], and to comply with the South East Plan (¶ 16.6) by justifying local settlement gaps (CP10).

Lastly: don’t try to invent/re-invent the wheel. Look at other councils’ websites where they have a sound Core Strategy; look through the documents produced for the Examination (including the Inspector’s schedule of matters/ issues); and discuss experiences with planning officers in other councils.

Core Strategy timetable October 2009 – October 2010

<p>October 2009 – March 2010 (6 months)</p>	<p>Continue with viability studies and additional evidence as necessary for all proposed strategic allocations and SDAs, (all infrastructure requirements, viability assessments, conceptual master plans, background/position statements, phasing, implementation and delivery mechanisms and monitoring targets and indicators); undertaken consultation as necessary with partners and stakeholders.</p> <p>Update existing evidence base where research was undertaken some time ago and could have been affected by the economic downturn;</p> <p>Establish the quantities, types and locations of development across the District;</p> <p>Report responses received to Preferred Option consultation to Cabinet (LDF) Committee;</p> <p>Commence next stage SHLAA to inform policy development of core strategy; update housing data and trajectories to develop phasing/trigger mechanisms to be expressed in core strategy;</p> <p>Continue with preparation of detailed delivery plan; and establish monitoring framework including specific targets and indicators;</p> <p>Undertake contingency planning to develop a series of ‘what,if’ scenarios/alternative strategies, to demonstrate that the SEP housing requirement can be met within the District within the specified timeframes;</p> <p>Liaison with neighbouring authorities to ensure a consistent approach;</p>
<p>April 2010 – August 2010 (5 months)</p>	<p>Review whole document in light of revised evidence; SA/SEA/HRA results for preferred option; comments received on preferred option and any recent government advice etc;</p> <p>Revise all policies in accordance with PINS advice of ‘what, where, when, how’; and revisit structure of document to express some of the core policies under the spatial strategy;</p> <p>Prepare for Reg 27 consultation – letters, briefing notes, press releases, public notices, e-bulletins etc.</p> <p>Review adopted local plan proposals map to illustrate</p>

	<p>changes being made through the core strategy;</p> <p>Revise vision and strategic objectives to be more locally specific.</p>
September 2010	<p>Report revised document to Cabinet (LDF) Committee, with Recommendation to Cabinet and Council, to approve the Core Strategy for consultation and publication under Regulation 27, 29 etc, with delegated authority to proceed to Submission (Reg 30)</p> <p>Finalise publication version of Core Strategy (text, maps, supporting documents etc)</p> <p>Undertake SA/SEA of publication version</p>
October 2010	<p>Commence consultation for 6 weeks under Regulation 27 on Publication version of Core Strategy</p> <p>Request compliance with SEP under Regulation 29.</p>