

Table 3 provides a breakdown of the core indicators required in the housing trajectory.

Table 3

Core indicator 2(a)	Number of dwellings (estimated MDA completions of 1600)
(i) Net additional dwellings since 1996	4559
(ii) net additional dwellings for the current year	694
(iii) projected net additional dwellings up until 2011	3625
(iv) the annual net additional dwelling requirement	486
(v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to the previous year's performance	456

Update on sources of Supply

11 Allocations

11.1 Local Plan Allocations (1998)

11.2 An estimated 1551 dwellings were allocated in the Winchester District Local Plan (1998) to come forward between 1991 – 2001. As at April 2005 1149 dwellings had been completed on allocated sites. Table 4 gives an overview of the position of all the allocated sites at April 2004.

Table 4: status of housing allocations

Site	Included in Local Plan Review?	Outstanding	Under Construction	Complete
Peninsula Barracks, Winchester			✓	
West Downs School, Winchester				✓
YMCA, Dean Lane, Winchester				✓
Whiteley Farm, Whiteley	✓		✓	
Whiteley Green, Whiteley	✓		✓	
Hill Coppice, Whiteley			✓	
Golf Course, Whiteley				✓
Knowle Hospital	✓		✓	
N. of Vears Lane, Colden Common				✓
Forest Road, Denmead	✓			✓
Mill Close, Denmead	✓			✓
Forest Road/Southwick Road, Denmead				✓
Durley Sawmill, Durley				✓

Morton House/Field, Kings Worthy			✓
Hookers Nursery, Main Road, Littleton			✓
S. of Greenacres Dr, Otterbourne			✓
Pigeon house Field, Sutton Scotney			✓
West of Waterlooville (WDLPR only)	✓	✓	

Table 5 details the number of completions on allocated sites during 2004 -2005 and table 6 shows the position with the remaining allocations yet to be completed. Details of individual planning permissions for allocations are listed in the Schedules in appendix 1.

Table 5 completions on allocated sites 2004 -2005

ID	Location	Address	Net gain 04/05
	Whiteley		
2068	Whiteley	Whiteley Farm	103
	Whiteley sub total		103
	Knowle		
2162	Knowle	Knowle Hospital 2B	1
2163	Knowle	Knowle Hospital Phase 4	40
2164	Knowle	Knowle Hospital Phase 7	45
	Knowle sub total		82
	Other allocations		
1818	Denmead	North of Forest road	57
	Total		246

Table 6: Allocated sites not started or under construction

ID	Location	Address	Remaining (including of without permission)	Potential sections of allocations planning
	Whiteley			
1783	Whiteley	Land at Hill Coppice	2	
2068	Whiteley	Whiteley Farm	60	
	Whiteley	Whiteley Green	90	
	Whiteley	Whiteley Remainder	35	
	Whiteley sub total		187	
	Knowle			
2164	Knowle	Knowle Hospital Phase 7	2	
	Knowle	Remainder	91	
	Knowle sub total		93	
	Total		280	

12 Revised Deposit Winchester District Local Plan Review (2003) allocations

12.1 The Local Plan Review carries forward the outstanding allocations from the adopted Local Plan, with the addition of Broadway/Friarsgate, Winchester (now known as Silver Hill) and the Major Development Area at West of Waterlooville. Since the Revised Deposit Plan was published, the number of dwellings estimated to be built at Silver Hill has increased from 100 to 280. The Major development Area at West of Waterlooville is expected to provide 2000 dwellings in total, 1600 of which are predicted to be completed by 2011.

12.2 A further four sites at Cheriton, Durley, Sutton Scotney and Waltham Chase have been allocated for mixed employment/residential use and could potentially bring forward between 50 and 100 additional dwellings.

13 Urban Capacity Study

13.1 In line with the requirements of PPG3, the City Council published the Urban Capacity Study in 2001. This sought to identify land considered to be 'good opportunities' within the settlements that could contribute to meeting the strategic requirement by 2011. It calculated that a potential yield of 2117 new homes could be provided within the Local Plan Review's defined built up areas. This section provides an update on the sites included in the Study, including sites which have been granted planning permission and those which have now been completed.

13.2 As of April 2005, there remains the potential for a further 1508 dwellings to come forward on the UCS sites, following the completion of 164 dwellings (net) during 2004-2005.

13.3 Past trends

The following table illustrates the progress made in developing sites identified in the UCS.

Table 7: UCS completions 200 -2005

Year	Total Completions on UCS sites	% of Total Completions	Outstanding
2000 - 2001	79	33%	2038
2001 - 2002	116	32%	1888
2002 - 2003	166	33%	1735
2003 - 2004	109	18%	1672
2004 - 2005	164	24%	1508
Total	634		

13.4 This table illustrates that the number of dwellings completed on UCS sites and the proportion of total completions has increased in the past year, although the proportion of UCS completions is still lower than for the first three years of monitoring.

14 Predicted completions on UCS sites

- 14.1 When the Urban Capacity Study was first produced an estimate of what each site could potentially yield was made based on the type of development expected on the site. It is important to note, however, that when planning permission is sought on a site identified with the UCS, the resulting permission could potentially be greater or less than that predicted in the Urban Capacity Study. This may be due to a higher density being achieved or other planning issues constraining the development of the land. Consequently, the 'Outstanding' figure seen in the table above takes into account the number of units completed in the previous year, plus any fluctuation in the potential yield due to planning permissions being granted.
- 14.2 Taking into account all the UCS sites that have received planning permission over the past 4 years, the total number of dwellings granted permission has risen from 748 (estimated in the UCS) to 796 (permitted at April 2005), an increase of 48.
- 14.3 As of April 2005, 150 dwellings have been granted planning permission on UCS and are yet to be completed.
- 14.4 The number of housing sites coming forward on UCS sites is significantly lower than what was anticipated in the Study. However this failure to meet the target has been offset by the number of windfall (unidentified sites) sites which have been completed in the past year and continue to come forward (see below). The Urban Capacity Study did not make any allowance for windfall sites.
- 14.5 A review of the Urban Capacity Study will take place in conjunction with the pre-production stage of the Local development Framework Core Strategy. This work is due to commence in July 2006 although the outcomes will not be available in time to inform the next AMR.

15 Living over the Shop (LOTS)

- 15.1 Based on the Civic Trust methodology, derived from a report '*Dwellings Over and in Shops in London*' (1998), it was estimated that a potential 109 dwellings could come forward within the main shopping area of Winchester between 2000 and 2011. Taking an average over the 11 years, it is predicted that 10 units will come forward per annum during the Plan Period and as such, the outstanding figure predicted as of April 2005 has fallen to 59.

16 Windfall Sites

- 16.1 Sites coming forward for development that were not originally identified either in the Local Plan or Urban Capacity Study are classed as 'windfall' sites and continue to provide an important source of housing supply within the District. All sites granted planning permission by the Local Authority will have met the requirements of national and local planning policy even though they were not identified previously as 'good

opportunities' by the Urban Capacity Study or considered suitable for allocation in the Local Plan.

- 2004 -2005 completions
-
- 16.2 During the period 2004 -2005, 239 dwellings were completed on windfall sites. This is 34% of the total completions for the year and so has made a significant contribution to the housing supply
- Past trends
-
- 16.3 The 2004 -2005 completion rate represents a significant increase on the previous 3 years as shown below in table 8.

Table 8: Completions on windfall sites 2000 – 2005

Year	Total completions on Windfall sites (excluding replacement dwellings and dwellings outside of the policy boundaries) from 2003/4	% of Total completions
2000 - 2001	73	30%
2001 - 2002	104	28%
2002 - 2003	82	16%
2003 - 2004	152	25%
2004 - 2005	239	34%
Total	650	

16.4 Predicted completions

16.5 The fluctuations which have occurred in the quantity of dwellings completed on windfall sites shows that there is no clear trend in the rate of windfall completions. Table 6 demonstrates that the number of windfall completions do make a significant contribution to housing supply in the district and increase in the number of dwellings completed on windfall sites offsets the lower completion rate experienced on Urban Capacity Sites during the last financial year. The two sources of supply are derived from the same type of development opportunity, in compliance within Local Plan policies, with the only difference being that the UCS sites were identified by the City Council and the windfall sites were not. This rate of development across the two sources of supply and the outstanding supply with planning permission (630 dwellings) clearly shows that there is the capacity for such development opportunities to continue within the District within the Plan period.

17 Replacement dwellings

17.1 Policies contained within the Housing Chapter of the Local Plan Review allow for the renewal of housing stock within both the defined settlements and countryside. The completion data for each financial year includes replacement dwellings, and even though there is no overall net gain from the development, the existing dwelling may

be demolished one year and replaced the next, skewing the completion figures slightly.

- 17.2 As of April 2005, the number of dwellings to be completed on sites where the loss had already taken place was 7. The loss on these sites has already been included in the net completion figure for the previous years and therefore the outstanding figure of 7 dwellings can be considered as a gain.

18 Sites outside the policy boundaries

- 18.1 Local Plan policies presume against development within the countryside unless it accords with specific requirements of the Local Plan. Normally, sites granted planning permission outside of the defined built-up areas and development frontages are either through the replacement of existing housing stock (replacement dwellings) or residential accommodation for agricultural / forestry workers where a demand has been identified. The settlements to which Local Plan policy boundaries and development frontages apply changed between the adopted Local Plan (1998) and the Revised Deposit Local Plan Review (2003), with the number of H.2/H.3 settlements being reduced in the emerging Local Plan Review. Therefore, there are a number of developments which have been permitted under the policies of the adopted Local Plan in settlements which are classed as 'Outside Policy Boundaries' in the emerging Local Plan. This explains the relatively large number of permissions/completions on OPB sites over recent years, which will reduce as the policies of the emerging Local Plan overtake those of the 1998 Plan.

- 18.2 The number of completions within the countryside during 2004-2005 totalled 52 with a further 12 dwellings being lost. This leaves a net gain of 40 units for the year. Such a high loss of dwellings compared to those being completed illustrates that many of the permissions granted within the countryside are for replacement dwellings.

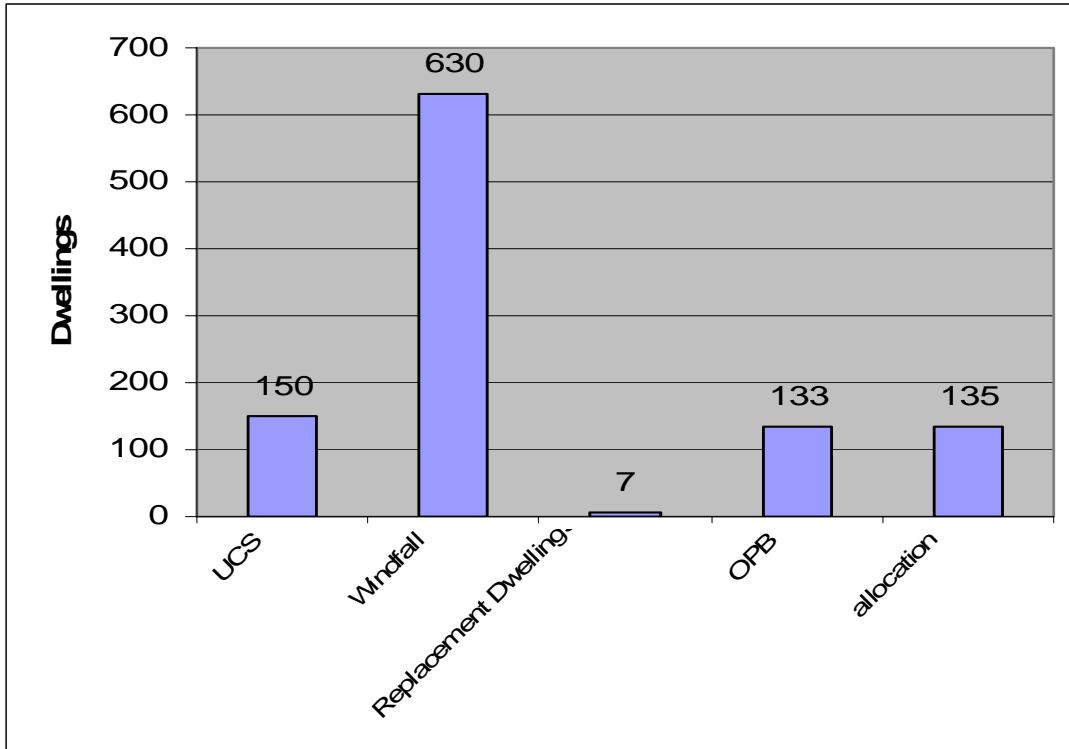
- 18.3 As of April 2005, there remain 133 dwellings (net) permitted and outstanding on sites granted planning permission outside the policy boundaries and development frontage

19 Development in the Pipeline

- 19.1 At April 2005, there were 1055 dwellings outstanding with planning permission, which equates to 39% of the remaining Structure Plan requirement (2736). The total number of dwellings in the pipeline has fallen slightly from 1190 at April 2004. However this is offset by the high number of completions which have taken place during the past year.

Figure 2 illustrates the sources of the outstanding permissions.

Figure 2 Development in the pipeline (with planning permission)



- 19.2 The breakdown of the supply in the pipeline in comparison to what was outstanding at April 2004 shows that there has been a sharp rise on windfall sites, illustrating the supply of land that has been created through the policies contained within the Local Plan Review. Typically these are small infill development opportunities, often created through the subdivision of existing curtilages, and the policies contained within the Local Plan Review have allowed new areas of developable land to come forward to aid the delivery of the strategic housing requirement. With regard to allocated sites, as there is a finite supply of dwellings from this source, the outstanding supply in the pipeline will continue to fall as dwellings are completed. .
- 19.3 The number of dwellings outstanding with planning permission at April 2004 represents 2.3 years of the annual completion rate needed to meet the outstanding baseline strategic requirement (456 dwellings per annum). However, within this requirement of 2736 dwellings, or 456 per annum, there is a requirement to provide for the Major Development Area at West of Waterlooville.
- 19.4 As there was no planning permission granted in respect of the MDA at West of Waterlooville at April 2005, the dwellings required in the MDA distorts the picture somewhat. A relatively modest number of non-MDA dwellings need to be provided by 2011, with the precise number depending on the level of development that is achieved in the MDA. With 1055 dwellings with planning permission at April 2005, there is ample development 'in the pipeline' to achieve non-MDA housing requirements. Even applying a non-implementation rate of 4.7% (based on past trends within the District) to this supply would suggest that 1005 non-MDA dwellings will be completed on sites which already have planning permission, 6 years from the end of the Plan period.
- 19.5 Land supply summary
- 19.6 Given the high proportion of development already with planning permission, plus the outstanding potential on UCS sites, windfall sites and the Broadway/Friarsgate mixed-use development yet to come forward, it is expected that the number of completions on non-MDA sites will comfortably exceed the remaining non-MDA requirement of 736 dwellings by 2011. The only uncertainty relates to the number of dwellings likely to be developed at the West of Waterlooville MDA during the Local Plan Review period. It is currently expected that any shortfall in the delivery of 2000 dwellings at West of Waterlooville will be more than off-set by completions from other sources, achieving the full strategic requirement during the Plan period without the need for further greenfield allocations. This will continue to be monitored closely in future Annual Monitoring Reports.

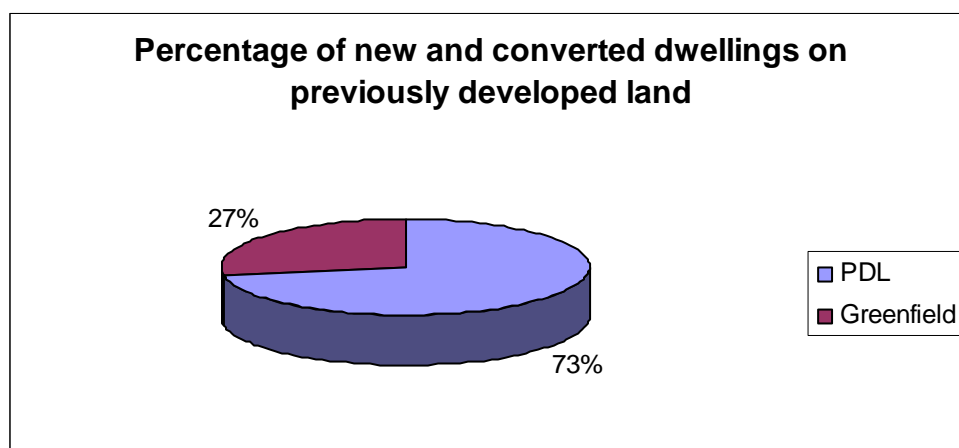
Previously Developed Land

20 Core Indicator 2b: percentage of new and converted dwellings on previously developed land

20.1 Since the publication of PPG3 in 2000, the City Council has sought to apply the principles of the revised guidance when permitting new residential permissions. National and regional guidance has set a target of 60% of all dwellings to be completed on previously developed land (PDL).

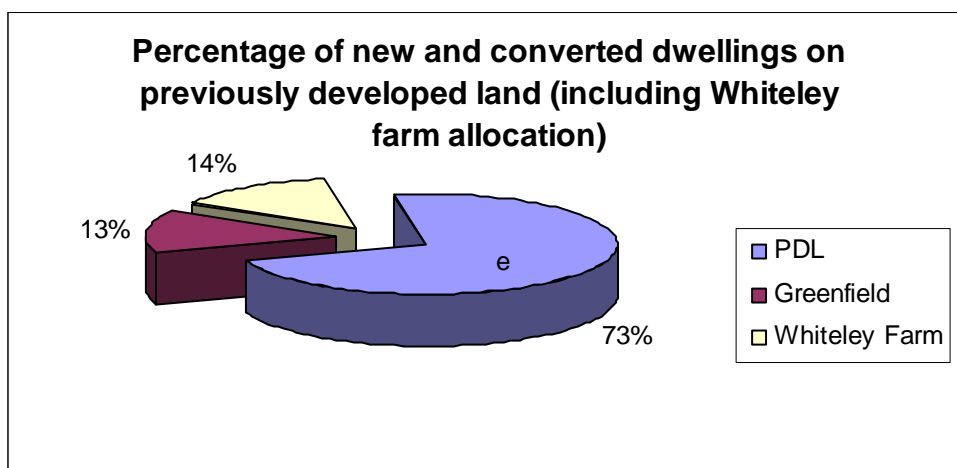
Figure 3 shows the percentage of completed dwellings (gross) provided on previously developed land during the period of 2004 -2005.

Figure 3: Percentage of completed dwellings (gross) on previously developed land 2004/2005 (source: HCC)



20.2 When appraising the percentage of residential development on PDL, it should be noted that some of the completions for 2004 -2005 were granted planning permission prior to 2000 and so were not subject to the PPG3 guidance. An example of this is the housing allocation at Whiteley Farm which has contributed a significant number of greenfield completions during the last monitoring year. As figure 4 shows, over half of the greenfield completions were contributed by the Whiteley Farm allocation.

Figure 4: Percentage of completed dwellings (gross) on previously developed land 2004/2005 (including Whiteley Farm) (source: HCC)



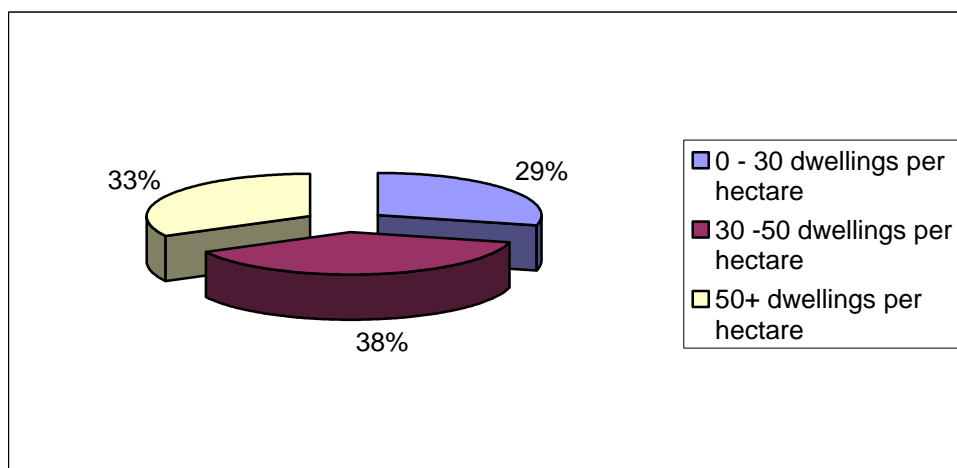
Housing Density

Core Indicator 2c: Housing density

20.3 PPG3 requires local authorities to avoid the inefficient use of land. It recommends that housing should be built at between 30 and 50 dwellings per hectare (net) with greater intensity of development sought at places with good public transport accessibility such as city, town, district and local centres or around major nodes along good quality public transport corridors.

Figure 5 shows the densities achieved on completed sites for 2004 -2005.

Figure 5: Density of completed dwellings (gross) 2004/2005 (source: HCC)



20.4 The pie chart shows that 71% of completions were built at or above a density of 30 per hectare, with an average density of 44 dwellings per hectare. In calculating the density of each site the entire site area was used and rather than the net developable area; this will have a bearing on the statistics provided and therefore it is intended that future years' calculations will be based on the net developable area. A large proportion of the completions built at a density of under 30 dwellings per hectare are

for single dwellings outside of the policy boundary (including replacement dwellings) and also the conversion of buildings to residential.

- 20.5 It should be noted that this is the first year in which accurate density information has been available. Therefore it is not possible to compare this to past trends

Objective: To contain the settlements so as to protect their character and avoid the unnecessary loss of countryside by defining clear limits to the growth of settlements

21 **Policies:** Countryside protection (C14, H3), Gap policies (C3, C4, C5)

21.1 **Indicators:** Information on the amount of greenfield development is provided within the objective above, as a consequence of Core Indicator 2b (percentage of residential development on previously developed land). The information is given in the context of maximising brownfield development, however by implication, this minimises the unnecessary loss of countryside, as required under this objective.

21.2 It should be possible to derive data on the amount of residential development within Strategic and Local Gaps, by an analysis of permissions data. However, current monitoring systems do not capture this data and the practicalities of implementing such a change will need to be investigated further.

21.3 **Comment:** The Council will consider the benefits of deriving a Local Indicator for assessing development within Gaps and report on this issue in next year's AMR.

21.4 Data on the amount of residential development outside policy boundaries is already included in housing monitoring information, (see xx above) given sufficient time to monitor this issue. The Council will consider whether this needs to be monitored in a different way, following the proposed replacement of Policy H5 with a criteria-based policy for residential proposals outside policy boundaries.

Objective: To control excessive developments within the settlements to prevent excesses and to promote the meeting of local needs, particularly for housing, employment, shopping and facilities.

22 **Policies:** Housing needs (H5-H7, FS8), business uses (E1, E2, W9, W10, W20, W21, RT12 and various site proposals), facilities and services (FS1, FS2, W11-W15, S7, S28, S36), recreation and amenity (EN2, EN3, RT1-RT5, W17, W18)

23 **Indicators:**

24 Housing Needs

24.1 The provision of sufficient affordable dwellings for the local community forms a key role in the Housing Strategy adopted by the City Council. The Housing Needs survey undertaken by David Coultie Associates in 2002 identified a need for 779 affordable dwellings to be provided within in the District annually. Through the Review of the

Local Plan, the City Council has endeavoured to increase and improve the delivery of affordable dwellings throughout the District.

24.2 Core Indicator 2d: Affordable housing completions – 131 gross (127 net).

24.3 The total number of completed units for the period covered by this AMR is 131 affordable units (gross) and 127 affordable units (net). This is 18% of the total completions in the District for the year 2004-2005.

24.4 **Comment:** Proposal H5 of the WDLP seeks provision of a proportion of affordable housing as part of housing developments in accordance with the guidance in Circular 6/98. The requirement for affordable housing therefore applies on sites of 15 units (or 0.5 hectares) in the large settlements and 5 units (or 0.17 hectare) in the settlements with a population of less than 3,000. The proportion of affordable housing sought has been 30%, prior to the receipt of the Local Plan Review Inspectors' Report.

24.5 The 127 (net) affordable housing completions for the period 2004/05, falls far below the 779 needed. as identified by the David Coultie Report, representing some 18% of the total completions for the year. This suggests that the policy needs to be altered to increase the number of affordable housing provided. Accordingly, and with such a need for affordable housing identified, the Local Plan Review sought to reduce these thresholds to help meet the large need for affordable housing within the District, and to increase the proportion of housing sought. The changes were subject to objections to the Local Plan Review and so were only given limited weight in planning decisions. The Inspectors' Report was published in September 2005 and the Inspectors recommended the modification of the thresholds and percentages of the affordable housing policy, although not as much as proposed by the Council. These changes will be reflected in the 2006 Annual Monitoring Report and will provide a limited additional contribution to the City Council's aspirations to increase the proportion of affordable housing within the District.

24.6 Local Indicator: Housing mix % of new dwellings having either 1 or 2 bedrooms

24.7 Since adoption of Supplementary Planning Guidance 'Achieving a Better Housing Mix' in 2000, a target has been set of at least 50% of new dwellings built to be either 1 or 2 bedroom properties. In 2004/05 64% of completed new dwellings consisted of only 1 or 2 bedrooms.

24.8 Figure 6 illustrates the shift in the proportion of dwellings completed by number of bedrooms since the policy was introduced in 2000.

Figure 6: Percentage of completions by number of bedrooms: Winchester (Source: HCC)

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24.9 Figure 6 shows that while in the initial years after the introduction of the housing mix policy there was a dramatic shift in the proportion of 1 and 2 bed dwellings completed in the district, this trend now appears to be stabilising in line with the policy. The number of 2 bed dwellings has increased from 17% to 43% in 2002 -2003 and has remained at about this level (44% in 2004–05). The proportion of 1 bed dwellings is still continuing to rise steadily from 5% in 2000 -01 to 20% in 2004 - 05. In contrast it

is the proportion of 4 bed or more dwellings which have decreased the most (from 41% in 2000 – 01 to 15% in 2004 -05).

Table 6: Proportion of completions by number of bedrooms

	1 – 2 Bedrooms	3 or more Bedrooms
2000-2001	22%	76%
2001-2002	34%	66%
2002-2003	56%	44%
2003-2004	59%	41%
2004-2005	64%	36%

24.10 Table 6 shows that the proportion of 1 and 2 bedroom houses continues to rise with a three fold increase in the past five years.

24.11 **Comment:** This policy is proving successful in achieving a greater proportion of smaller dwellings in the District. Population trends indicate a continuing need for smaller properties, and there when existing housing stock is taken into account, there is still a need for the provision of more small dwellings. Such properties are also valuable in terms of affordable housing, as they tend to be lower priced than larger properties. Accordingly, the WDLPR proposes to continue with this policy.

25 Business Uses

25.1 ***Core Indicator 1a: Amount of Floorspace developed for employment by type -***

<i>Use Class¹</i>	<i>Completed gross internal floorspace (m²) Jan 04 – Mar 05</i>
B1	6188
B1–B8	15030
B1A	22306
B8	3054
B2	0
Total	46558

25.2 ***Core Indicator 1b: Amount of floorspace developed for employment by type, in employment or regeneration areas defined in the LDF –***

<i>Use Class</i>	<i>Completed gross internal floorspace (m²) Jan 04 – Mar 05</i>
B1	4701
B1 –B8	13686
B1A	19585
B2	0
Total	37972

25.3 ***Core Indicator 1c: Amount and % of 1a, by type, on previously developed land***

<i>Use Class</i>	<i>Completed gross internal floorspace (m²) on previously developed land Jan 04 – Mar 05</i>	<i>Percentage of total completed gross internal floorspace (m²)</i>
B1	2223	36%
B1 – B8	0	0%
B1A	1448	6%
B8	270	9%
Total	3941	8%

25.4 **Core Indicator 1d: Employment land available by type –**

- (i) allocated sites without planning permission – 37.78 hectares
 - (ii) all sites in the District with planning permission and not started – 37.5 hectares
- total: **75.38 hectares**

25.5 **Core Indicator 1e: Loss of employment land in**

- (i) employment/regeneration areas** – 0.00 hectares
- (ii) local authority area -** – 0.035 hectares

25.6 **Core Indicator 1f: Amount of land in 1e lost to residential development.** – 0.035 ha

25.7 **Comment:** Although data has been collated by Hampshire County Council on employment issues for many years, it is difficult to make comparisons with previous figures. There are two reasons for this. Firstly, monitoring data used to be collected for the year January – December. For AMR monitoring, data needs to be collated for the period April – March. In this transition year to the new monitoring period, the information provided actually covers the period from January 2004 – March 2005. Secondly, there is now a difference in the definition of ‘completed’ floorspace. In the past HCC, were counting ‘completed’ as being both physically complete and occupied. However the ODPM has issued definitions for the Core Indicators which means that ‘complete’ should now be physically complete, but not necessarily occupied.

25.8 ¹ A large proportion of the floorspace developed has been shown as being in the category ‘B1-B8’. This is where planning permission has been granted for employment use within the range B1-B8, but the permission has not allocated the floorspace between these categories. In these circumstances it is not possible to determine the exact amounts of particular B class uses. For this reason, the figures given for separate B1, B1a and B8 permissions do not include the ‘B1-B8’ figures.

25.9 A comparison of Core Indicators 1a and 1b shows that the majority of new business development was on sites allocated for employment in the WDLP. This indicates that sites have been available and provided where there is a demand for them.

25.10 Core Indicator 1c provides information on the amount of business development on previously developed land. The figures show that, overall, only 8% of business completions were on previously developed land. This is because a large majority of

the new floorspace is on allocated sites that were previously undeveloped, such as at Whiteley. By comparison, completions within existing built-up areas such as Winchester, tend to be fewer in number (partially due to the competition for other uses such as housing in these areas) and also smaller in size.

25.11 Core Indicator 1d shows that there is considerable land available for development. Some of the sites allocated for business use in the WDLP have not been developed, however the Local Plan Review examined these sites and concluded that a need still existed, so they have been carried through to the WDLPR. However, a few of these sites have been changed to allow for mixed use development in future. This will be reflected in future figures, following the adoption of the WDLPR.

Sites Allocated for Employment in WDLP 1998

Site	Included in Local Plan Review?	Outstanding	Under Construction	Complete
Solent 1, Whiteley	✓		✓	
Solent 2, Whiteley	✓	✓		
W. of Whiteley Lane, Whiteley				✓
Little Park Farm, Whiteley	✓	✓		
Knowle Hospital, Claylands, Bishop Waltham	✓	✓		✓
Abbey Mill, Bishops Waltham	✓	✓		
Freeman's Yard, Cheriton	✓	✓		
W. of Main road, Colden Common	✓		✓	
Hillsons Road, Curdridge	✓	✓		
S. of Forest Road, Denmead	✓		✓	
Durley Sawmill, Durley	✓		✓	
Station Yard, Sutton Scotney	✓	✓		
E. of Winchester Road, Waltham Chase	✓	✓		

25.12 Core Indicator 1e shows that the District has not lost any employment land in designated employment sites to other uses in the 04/05 monitoring period. This implies that these sites were not surplus to employment requirements. Only 0.035 hectares of land has been lost from employment use in total in the District. This comprised only three small housing developments, consisting of one unit each.(Core Indicator 1f).

26 Facilities & Services

26.1 ***Core Indicator 4a: Amount of completed retail office and leisure development***

26.2 ***Core Indicator 4b: Number and percentage of completed retail, office and leisure development in town centres***

26.3 **Comment:** Information is not currently available for this monitoring period on these two indicators. Historically, HCC have provided the Districts of Hampshire with information on this subject. However, this year, due to resource constraints, they have been unable to complete this data requirement in time for inclusion within the AMRs. The data will still be collated for this period and it is therefore planned to include the monitoring information for 2004/05 alongside the data for 2005/06 on this subject within next year's AMR.

26.4 The Council will also consider the merits of developing future Local Indicators on the amounts or changes of A1 (retail) and A3 (food and drink), within Primary Shopping Frontages and/or Town Centres, and also on losses of retailing. These issues will be reported on in the next AMR.

Recreation and Amenity

27 Core Indicator 4c: Number and percentage of eligible open spaces managed to green flag award standard

27.1 **Comment:** The Council has not applied for any Green Flag Awards and does not keep data on the qualifying aspects.

27.2 Planning authorities are required to undertake a needs and demand audit of open space within their areas, according to PPG17. This should provide data on the availability and quality of open spaces. It may be possible to use this data to provide information to satisfy the requirements for this Core Indicator. However, the audit has not yet been undertaken and information is unlikely to be available in time for the next AMR.

27.3 The Council has been implementing an Open Space Strategy for many years, which seeks to improve the amount and quality of open space throughout the District. The Strategy contains detailed requirements for open space improvements at a local/parish level. Local Plan Policy RT3 requires developers to either provide or make contributions, for adequate recreation provision. This entails either provision of facilities, or a financial contribution in lieu. This Policy has been operating successfully for many years and the Open Space Funding System has assisted Parishes to address the recreational deficiencies highlighted in the Open Space Strategy. The Council will consider the development of a Local Indicator to measure the facilities provided as an indicator of the success of policies and improvement in the quality of provision.

- 27.4 It is clear that further work needs to be carried out in this area, and the Council will report back further with progress on this issue in the next AMR.

Objective: To play a part in addressing broader environmental concerns by seeking to avoid the wasteful use of land, natural resources and energy, by careful control of the amount, type and location of development.

- 28 **Policies:** Pollution including air quality (EN14-EN17), Flooding & water quality/supply (EN13), Renewable energy (EN12, FS7), Biodiversity (EN10).

28.1 **Indicators:**

- 28.2 **Core Indicator 7: Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.**

28.3 None in this monitoring period.

- 28.4 **Core Indicator 8: Change in areas and populations of diversity importance, including:**

**(i) change in priority habitats and species (by type); and
(ii) change in areas designated for their intrinsic environmental value, including sites of international, national, regional or sub-regional significance.**

(Environmental information to be inserted – however CI itself is not available)

- 28.5 **Core Indicator 9: Renewable energy capacity installed by type.**

28.6 **Comment:** There is currently no means of monitoring this indicator. Many renewable energy schemes do not require planning permission from District Planning Authorities and it would only be possible to monitor those which do require it. SEERA acknowledge that there is an information vacuum in this area and are currently investigating ways of improving this. The Council will consider how best to develop monitoring in this field in the light of further guidance from SEERA and liaison with other Districts in Hampshire and the County Council. As this indicator is concerned with large developments such as wind farms and biomass schemes, it is unlikely that there will be many new schemes to report on a yearly basis and so it is considered that a 3 or 5 year report may be more useful in this field.

Objective: To enable facilities to be provided locally and to aim towards a better balance of land uses so as to control the demand for travel and to prevent development which locks the District into ever-increasing use of the private car.

29 **Policies:** Minimising car use and promotion of Integrated Transport Network (T1, T4, T5, T6, T8, T9, W22), park and ride (W23), Traffic management and environmental improvement (T7, T10, T11, T12, W24, W28, W29, S12), reduction in car parking provision (W25, W26, W27)

29.1 **Core Indicator 3a: Number and percentage of completed non-residential development within Use Classes A, B & D, complying with car-parking standards set out in the LDF.**

29.2 Not available for this monitoring period.

29.3 **Comment:** Data has not been collected on this factor until now. It should be possible to obtain this data from information on planning permissions, which could be compared with current parking standards. Hampshire County Council are in the process of amending their monitoring system, so that this data will be available for future years.

29.4 **Core Indicator 3b: Number and percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment areas and a major retail centre.**

29.5 Not available for this monitoring period.

29.6 **Comment:** Hampshire County Council and Winchester City Council are liaising over the development of an accessibility model linked to monitoring of new developments to provide this data for future years.

Objective: To enable the provision of infrastructure and facilities to catch up with past levels of growth, by gradually reducing the rate and level of development and promoting the improvement of services.

30 **Policies:** infrastructure provision (FS3, FS4), new & improved footpaths, bridleways, cycleways (RT6, RT7, S9, S25, W30, W31), New road schemes (T2, T3, T13)

30.1 **Comment:** Few policies have been included under this objective, as the objective has not been continued with in the Local Plan Review, as it is considered to be

covered within the other WDLPR objectives. The provision of infrastructure in the wider sense is covered under other policies such as those relating to recreational and open space provision or the provision and retention of local facilities. Policies relating to many of the specific schemes, as related above have been continued with in the WDLPR, where they are still relevant.

FUTURE MONITORING

- 31 ***Future AMRs.*** As explained in the Introduction, the WDLP 1998 is currently the statutory plan for the Winchester District. That document contains the planning policies that have been monitored for this first AMR. The WDLPR (the Review Plan) is programmed to be adopted by the Council as the statutory planning document for the District by July 2006. This means that the 1998 Plan will continue to be the statutory plan for the second AMR, as it will cover the period from 1st April 2005 – 31st March 2006.
- 31.1 The planning policies monitored for the 2006 AMR will therefore be those within the 1998 WDLP. However, it is the case that the policies within the Review Plan are increasingly being used for development control purposes. Their use and 'weight' in decision-making has increased since the publication of the Inspectors' Report into the WDLPR in September 2005. Since that time, the Council has effectively been using the policies in the WDLPR, as endorsed by the Inspectors. This could raise issues for the 2006 Monitoring Report, and it is proposed that the 2006 AMR concentrates on those policies within the WDLP that are to be continued with the in Review Plan, but includes some WDLP information where necessary.
- 31.2 The third AMR will cover the period from 1st April 2006 – 31st March 2007. In this period, the statutory policies will change from those within the 1998 WDLP to those within the WDLPR (between July 2006 and March 2007). As the WDLP policies will therefore have been largely superseded by this time, it is proposed that the 2007 AMR concentrates on the Review Plan only as effectively being the statutory plan for the whole of that period. This approach will have to be agreed by GOSE before it is pursued.
- 31.3 Following the third AMR, the WDLPR will contain the statutory planning policies for the District, until they become superseded. This is likely to happen firstly with the Core Strategy in mid-2009. The WDLPR will therefore contain the policies that will form the basis of the 2008 and 2009 AMRs.
- 31.4 ***Developing monitoring systems.***
- 31.5 It is clear from the analysis in Part Two, that there are considerable information gaps in the Core Indicators. The Council will investigate the best means of addressing these gaps. It is hoped that the Council will have information for all the Core Indicators by the next AMR, with the exceptions of the Core Indicators on Open Space, Renewable Energy and possibly Biodiversity. If it is not possible to provide these indicators in next year's report, it will at least explain why this is the case and outline proposals for addressing these issues.
- 31.6 In addition to the Core Indicators, the Council will be looking to develop more Local Indicators. These will be tailored to the policies of the Council, so would be able to provide a more direct means of monitoring these policies than some of the Core

Indicators do. This would also enable analysis of some issues that the Core Indicators do not cover.

- 31.7 The emphasis on measuring performance by means of numerical indicators and looking at indicators in isolation, can overlook and simplify the role of cause and effect in producing outcomes. Further work therefore needs to be undertaken to develop and refine meaningful Local Indicators for future monitoring. Contextual Indicators will also have a role here. They provide information on outcomes which may be the result of a number of different policies (and outside factors) working together. As such, they may not provide a direct means of monitoring a policy, but a group of such indicators (known as an 'indicator bundle') should give an indication as to whether policies are having an overall beneficial effect. There are many Contextual Indicators that could be used. The Council will have to consider carefully which Contextual Indicators should be used in the AMR. These types of indicators will also have a role in building up a profile of the District by providing basic demographic and socio-economic information. Changes in this data can then be seen over time. It is proposed to introduce some Contextual Indicators and District Profiling information in next year's AMR, and more may be added in future years.
- 31.8 The Council is considering the use of the Audit Commission's Quality of Life Indicators at a corporate level. These may well also prove useful for monitoring of the LDF.
- 31.9 Finally, the effect of policies on sustainability criteria also needs to be addressed for future reports (the so-called 'significant effects'). This area is likely to develop further in future years as Sustainability Appraisal and Strategic Environmental Assessment become an integral part of the planning process. Further government guidance is expected on this issue.
- 31.10 Paragraphs 7.1 – 7.4 explain how the statutory planning policies for the area are changing. It can be seen that there are difficulties in developing meaningful indicators for the adopted Winchester District Local Plan (1998) at this time. The WDLPR contains some different policies (although some are the same) and has a much greater emphasis on sustainability issues. The WDLPR also contains policies related to the goals of PPG3 and PPS1, such as an emphasis on achieving more efficient use of land and design-led schemes. Due to the difference in emphasis of the Plans, it may be difficult to produce continuity of monitoring data in some cases. As the WDLP is going to be superseded soon, the Council will concentrate on developing Indicators that can also be used with the WDLPR and also with policies likely to be developed under the LDF.
- 31.11 ***Local Development Framework.***
- 31.12 Local Development Documents will soon be started under the LDF. These will be prepared in a different manner to previous planning documents and will encompass wider issues under the new 'spatial planning' regime. Future Development Plan Documents will be produced using the 'Objective – Policy – Target – Indicator' approach. This will improve monitoring. The development of targets and indicators will be an integral part of policy development and considered at an early stage, rather than after policies have already been written. The development of appropriate targets and indicators will be considered together with the development of policies. Targets and indicators should therefore be well related to the actual Policies being monitored. In the future information will be gathered having these specific Targets and Indicators in mind, and should therefore provide a better measure of the effectiveness of policies.

- 31.13 Monitoring has assumed greater importance under the new spatial planning system. It is one of the tests of soundness of a Development Plan Document that adequate provision for monitoring is provided for within the document. The government expects that all planning policies should be capable of being monitored.

CONCLUSION

- 32 The new planning system provides new challenges for local authorities. More resources will need to be spent on monitoring and a great deal of work needs to be undertaken to develop better monitoring systems. Winchester's first LDF AMR satisfies the governments' basic requirements for its production. It provides a useful starting point in the development of a thorough monitoring system for the LDF. There are information gaps within it, but the AMR does identify these and suggests ways to improve monitoring in future. The Council will report back on progress on the issues identified in Part Two in next year's Monitoring Report.
- 32.1 The range of monitoring data collected will need to be increased in future. The Council will be liaising with other authorities in Hampshire to develop indicators and to possibly share some of the information-gathering. Hampshire County Council has traditionally undertaken a great deal of monitoring on behalf of the Hampshire District Councils. This role is planned to continue, and may expand. A Service Agreement is currently under negotiation with HCC and the Hampshire Districts to ensure this. Information exchange with other bodies, such as the Environment Agency, needs to be improved in future and new liaisons with bodies such as local Health Authorities may need to be developed

APPENDIX ONE:

REVISED LOCAL DEVELOPMENT FRAMEWORK PROGRAMME

APPENDIX TWO: ODPM Core Output Indicators at a Glance

Business Development

Indicator	Result &/or Commentary			
1a. Amount of floorspace developed for employment by type.	<i>Use Class</i>	<i>Completed gross internal floorspace (m²)</i>		
	B1	6188		
	B1 –B8	15030		
	B1A	22306		
	B8	3054		
	B2	0		
	Total	46558		
1b. Amount of floorspace developed for employment by type, in employment or regeneration areas defined in the LDF.	<i>Use Class</i>	<i>Completed gross internal floorspace (m²)</i>		
	B1	4701		
	B1 –B8	13686		
	B1A	19585		
	B2	0		
	Total	37972		
1c. Amount and % of 1a, by type, on previously developed land	<i>Use Class</i>	<i>Completed gross internal floorspace (m²) on previously developed land</i>	<i>Percentage of total completed gross internal floorspace (m²)</i>	
	B1	2223	36%	
	B1 – B8	0	0%	
	B1A	1448	6%	
	B8	270	9%	
	Total	3941	8%	
	1d. Employment land available by type.	(i)	allocated sites without planning permission – 37.78 hectares	
		(ii)	all sites in the district with planning permission and not started – 37.5 hectares	
		total:	75.38 hectares	
	1e. Losses of employment land in (i) employment/regeneration areas, and (ii) local authority area.	(i)	0.0 hectares	
(ii)		0.035 hectares		
1f. Amount of land identified in 1e lost to residential development.		0.035 hectares		

Housing

Indicator	Result &/or Commentary
2a. Housing trajectory showing:	
(i) net additional dwellings since start of plan period;	4559
(ii) net and gross additional dwellings for current year;	694 net additional dwellings 735 gross additional dwellings
(iii) projected net additional	3625 net additional dwellings

<p>dwelling to end of relevant DPD period (ie HCC Structure Plan);</p> <p>(iv) annual net additional dwelling requirement;</p> <p>(v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous years' performances.</p>	<p>486 annual net additional dwellings</p> <p>456 net additional dwellings</p>
<p>2b. % new and converted dwellings on previously developed land. (Using gross dwellings)</p>	<p>73%</p>
<p>2c. % new dwellings completed (gross) at</p> <p>(i) less than 30dph</p> <p>(ii) 30 – 50 dph; and</p> <p>(iii) above 50 dph.</p>	<p>(i) 29%</p> <p>(ii) 38%</p> <p>(iii) 33%</p>
<p>2d. Affordable housing completions. (Gross & net)</p>	<p>131 gross completions</p> <p>127 net completions</p>

Transport

Indicator

3a. Number and % completed non-residential development within Use Class Orders A, B & D, complying with car-parking standards set out in the LDF.

3b. Number and % new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, areas of employment and a major retail centre.

Result &/or Commentary

Not available for this monitoring period.
HCC setting up monitoring system to provide this data for future years.

Not available for this monitoring period.
HCC & WCC liaising over development of accessibility model linked to monitoring of new developments to provide this data for future years.

Local Services

Indicator

4a. Amount of completed retail, office, and leisure development. (Gross internal floorspace in UCOs B1(a), A1, A2 and D2) [trading space for A1].

4b. Number and % of completed retail, office and leisure development in town centres

4c. Number and % of eligible open spaces managed to green flag award standard.

Result &/or Commentary

Not currently available for this monitoring period.
HCC have been unable to complete this data requirement this year due to resource constraints. However, data should be available next year which will also be backdated to cover this monitoring period.

Not currently available for this monitoring period.
Completion of this indicator relies on the information for 4a being available, so should also be available next year.

None in this monitoring period.
Alternative Local Indicator of quality of open spaces needs to be developed

for future years.

Flood Protection and Water Quality

Indicator

7. Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.

Result &/or Commentary

None in this monitoring period.

Biodiversity

Indicator

8. Change in areas and populations of diversity importance, including:
(i) change in priority habitats and species (by type); and
(ii) change in areas designated for their intrinsic environmental value, including sites of international, national, regional or sub-regional significance.

Result &/or Commentary

Data is not directly available for this indicator.
Information is provided on the amount of habitat and species and the amount of areas designated for their environmental value.
The Council is liaising with EA and HWT on how to develop monitoring information for future years.

Renewable Energy

Indicator

9. Renewable energy capacity installed by type.

Result &/or Commentary

No data is available.
A suitable monitoring system for this indicator needs to be developed.