

CABINET (LOCAL PLAN) COMMITTEE

9 February 2015

DRAFT WINCHESTER DISTRICT LOCAL PLAN PART 2: DEVELOPMENT  
MANAGEMENT & SITE ALLOCATIONS – UPDATE FOLLOWING CONSULTATION

REPORT OF HEAD OF STRATEGIC PLANNING

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RECENT REFERENCES

CAB2615 Draft Winchester District Local Plan Part 2: Development Management and Site Allocations, publication and consultation - 22 September 2014

[CAB2530\(LDF\)](#) Local Plan Part 2 Update Report – Cabinet (Local Plan) Committee 27 Nov 2013

[CAB2429\(LDF\)](#) Local Plan Part 2 Launch and Next Steps – Cabinet (LDF) Committee 17 December 2012

EXECUTIVE SUMMARY

The Local Plan Part 1 – Joint Core Strategy, sets the strategic planning framework for the District and was adopted in March 2013. The Local Plan Part 2 – Development Management and Site Allocations (LPP2) will form part of the 'Development Plan' and will allocate sites as necessary for development and provide more detailed development management policies. Work started on LPP2 in December 2012.

Throughout 2013, Council officers worked with Parish Councils, communities and other organisations to determine the specific development needs of the larger settlements, as established by the relevant policies of Local Plan Part 1 (LPP1). Work was then undertaken during 2013 and 2014 to assess and consult on the proposed development strategies and site allocations for these settlements.

The draft Local Plan Part 2 was subject of a six week consultation period from 24 October to 5 December 2014. A range of background documents and evidence studies were also produced. This report provides initial feedback on the number and range of responses received and updates Members on other matters relating to the Local Plan. Further more detailed reports will be necessary to examine the responses and determine changes to the Plan prior to formal publication later in the year.

## RECOMMENDATIONS

That Members note the initial feedback and updates and agree a schedule of meetings as recommended in paragraph 5.2 to consider the responses in detail.

## CABINET

9 FEBRUARY 2015

### DRAFT WINCHESTER DISTRICT LOCAL PLAN PART 2: DEVELOPMENT MANAGEMENT & SITE ALLOCATIONS – UPDATE FOLLOWING CONSULTATION

#### DETAIL

#### 1. Introduction

- 1.1 This report provides Members with an update and initial feedback on matters raised during the consultation on the draft Local Plan Part 2 – Development Management and Allocations (LPP2), held from 24 October to 5 December 2014.
- 1.2 The LPP2 is required to be in compliance with both the National Planning Policy Framework and the Local Plan Part 1 – Joint Core Strategy (adopted March 2013). Its purpose is to set out detailed development management policies and to allocate non-strategic development sites for a range of uses. LPP2 will cover that part of the District outside the South Downs National Park, where the National Park Authority is producing its own Local Plan. LPP2 covers Denmead, although the Denmead Neighbourhood Plan will set out site allocations and some other policies (subject to the forthcoming referendum).
- 1.3 The preparation of LPP2 must comply with the National Planning Policy Framework (NPPF) and the Town and Country Planning (Local Planning) (England) Regulations 2012. The consultation held during October to December 2014 falls under the requirement of Regulation 18 which represents the first statutory stage in preparing a local plan. NPPF (paragraph 155) however, also advises that *“early and meaningful engagement and collaboration with neighbourhoods, local organisations and businesses is essential. A wide section of the community should be proactively engaged, so that Local Plans, as far as possible, reflect a collective vision and a set of agreed priorities for the sustainable development of the area...”*.
- 1.4 Report CAB2530(LDF) to Cabinet (Local Plan) Committee on 27 November 2013 set out the details of the extensive work that had been undertaken with local communities, particularly in relation to identifying sites to meet the development requirements for the larger villages. Extensive discussion and debate took place with the Town/Parish Councils and/or their steering groups on potential sites. These took account of housing requirements and technical assessments on open space, landscape sensitivity, transport accessibility and other background reports and assessments, as well as the results of local community consultation on site preferences. In the Winchester Town area, LPP2 needs to ensure that sufficient land is identified to meet the sustainable economic growth of the town and meet any future retail needs, as well as to meet housing requirements. Several evidence studies have been completed, to identify opportunities to meet future land-use requirements over the Plan

period and, with regard to housing development, these show that no further greenfield allocations (beyond those already committed, particularly Barton Farm) are needed. Accordingly, the same process as for the rural settlements was not followed as no greenfield site allocations were needed, but a workshop was held with the Town Forum and a series of public meetings and exhibitions about the development needs of Winchester and the options for meeting them.

- 1.5 The following sections of this report provide an overview of the consultation process together with an indication of the issues raised by the many responses received.

## 2. The Consultation Process

- 2.1 Following a decision by the full Council at a special meeting on 2 October 2014, a Public Notice was published in the Mid Hampshire Observer and on the Council's web site on 22 October to advise of the publication of the Consultation Draft Plan and supporting documents for comment from 24 October to 5 December 2014.
- 2.2 Notification by letter and email was circulated to all persons and bodies on the Council's Local Plan Consultation Database. Those on the mailing list for the Local Plan e-Newsletter were also notified and four Local Plan e-Newsletters were published prior to and during the consultation process (the mailing list includes almost 2000 people and organisations). A press release was issued on 10 October 2014 and published on the Council's website, with the consultation being featured on the front page of the web site for the whole of the consultation period. Hard copies of the draft Plan and comment forms were distributed to all libraries in the District and to Parish/Town Councils, with the documents also available to view or purchase from the City Offices.
- 2.3 A series of consultation events was also held in each of the larger settlements, with Council officers available to discuss the Plan and answer questions, with hard copies of the Plan and comment forms available:

### List of Exhibitions and other Events on Draft LPP2

Date	Event & Venue	Time
23 Oct	District Briefing – Guildhall, Winchester	7.00pm – 8.30pm
3 Nov	Presentation - Whiteley Town Council meeting	7.15pm
6 Nov	Exhibition - Waltham Chase Village Hall	3.30pm – 7.30pm
7 Nov	Exhibition - Alresford Community Centre	3.00pm – 7.30pm
8 Nov	Exhibition - Bishops Waltham Kings Church	10.00am - 4.00pm
10 Nov	Exhibition - Kings Worthy Tubbs Hall	2.30pm - 7.30pm

11 Nov	Presentation – WinAcc Public Meeting, United Church	7.30pm – 9.30pm
12 Nov	Exhibition - Winchester Discovery Centre	3.00pm – 8.30pm
13 Nov	Exhibition - Wickham Community Centre	3.30pm – 7.30 pm
14 Nov	Exhibition - Colden Common Community Centre	2.00pm – 8.00pm
14 Nov	Exhibition - Swanmore Village Hall (not WCC officers)	3.30pm – 7.00pm
15 Nov	Exhibition - Swanmore Village Hall	10.00am – 4.00pm
19 Nov	Exhibition - Denmead Community Centre	6.00pm – 7.30pm
19 Nov	Presentation – Denmead Parish Council Meeting	7.30pm

- 2.4 The publicity arrangements for each exhibition or meeting were agreed with the local Parish/Town Council and typically included posters, public notices, banners, flier distribution to all homes and/or notices in Parish Magazines or other publications. In Winchester a flier was sent via the local free newspaper to all households. It is estimated some 1600 people attended the above events. The exhibition boards and other supporting material were also available to view on the planning policy pages of the Council's website.
- 2.5 Responses to LPP2 have been received via email, an on-line form, completion of a paper response form and in writing. Whilst officers are still processing the responses it is estimated representations have been received from approximately 1,150 people and organisations. Many people made comments on several sites or policies, so the number of 'representations' will be considerably higher, but cannot be determined until each comment is analysed.
- 2.6 All representations are being processed and the aim is that they will be available to view on the Council's website by the time of this meeting or as soon after as possible.
- 2.7 The following table presents a very general indication of how the representations are distributed across the Plan, but it should be noted that the numbers relate to people/organisations making representations and many will have made multiple comments covering several topics or areas (so the number of representations will be much higher). The figures are approximate as not all the responses had been processed at the time of writing.

<b>Topic/Settlement</b>	<b>Approx No of People Making Representations</b>
General	50
Winchester Town	75
Bishops Waltham	55
Colden Common	170
Kings Worthy	55
New Alresford	565
Swanmore	35
Waltham Chase	35
Wickham	65
Denmead	5
The smaller villages and rural area	10
Whiteley	5
Development Management	20

- 2.8 Following this phase of Plan preparation, the next key stages on the draft Plan are currently scheduled to be:

<b>Plan Stage</b>	<b>Date(s)</b>
Publication (Pre-Submission) Draft Plan	June 2015
Consultation on the Publication Plan (6 weeks)	June/July 2015
Submission to Secretary of State for examination	November 2015
Examination hearings	February/March 2016
Inspector's report	June 2016
Adoption	July 2016

- 2.9 The Pre-Submission consultation, anticipated in mid-2015, will focus on the 'soundness' of the Plan, prior to submission for examination by the end of the year.
- 2.10 Planning legislation states that the purpose of an independent examination is to determine in respect of the local plan:

(a) whether it satisfies the legal requirements (Planning and Compulsory Purchase Act 2004, sections 19 and 24(1); regulations under section 17(7) and any regulations under section 36 relating to the preparation of development plan documents);

(b) whether it is 'sound'.

To be determined as 'sound' the Local Plan must be:-

(i) Positively prepared:

- the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;

(ii) Justified:

- the most appropriate strategy when considered against reasonable alternatives, based on proportionate evidence.

(iii) Effective :

- the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and

(iv) Consistent with national policy:

- the plan should enable the delivery of sustainable development in accordance with the policies in the National Planning Policy Framework.

2.11 Local Plans must also demonstrate compliance with the duty to co-operate imposed by section 33A of the Planning and Compulsory Purchase Act 2004.

2.12 Since examination of Local Plan Part 1, the Planning Inspectorate has issued revised guidance in December 2013 setting out the procedural matters to be followed, although the key stages remain the same.

### 3. Matters raised during consultation

3.1 Officers are in the process of summarising and analysing the many comments received, but there are a number of common themes emerging. The sections below are not based on a full analysis of representations and should not be treated as such. The bulk of the representations relate to the allocation or omission of specific sites for development in the larger rural settlements in Chapter 4 of the Plan (the 'MTRA2' settlements). The following gives a brief indication of these and other comments received, but no attempt has been

made at this stage to respond to specific comments and criticisms as, without a full understanding of the details, this would be premature:

- 3.2 **Chapter 1 – Introduction.** This chapter sets out the background and context for the Local Plan. The limited number of representations primarily relate to suggestions that the evidence base is out of date, the consultation process was inadequate and/or the mechanisms with which to make comments was difficult to follow.
- 3.3 **Chapter 2 – Meeting Development Needs.** This Chapter explains the process of working with local communities to determine development needs and assess potential development sites. It is primarily the site assessment process which has been commented on, in particular elements that have been excluded. For example, English Heritage has queried why non-designated heritage assets have been excluded from Stage 1, whereas local biological or geological importance are included.
- 3.6 **Chapter 3 – Winchester Town.** Chapter 3 sets out the proposed development strategy for Winchester, based on the Vision for Winchester and the spatial strategy in Local Plan Part 1. General comments on the supporting text refer to the need to be more robust in considering viability thresholds to ensure that Winchester delivers as much as affordable housing as possible. Comments are also made on the need to consider increasing densities on Barton Farm and across the City to optimise housing delivery. There are suggestions that the retail floorspace figures are flawed and infrastructure capacity has not been assessed and that the Plan should include more references to Winchester being a ‘smart’ city.

Comments on policies WIN1- WIN3 support the principles set out, but include requests for the policies to be precise and to include definitions. English Heritage in particular has requested definition of what is meant by ‘setting’ and ‘special character’ to avoid debate when considering planning applications. Others have suggested that there needs to be more reference to other projects and strategies being implemented within the Town.

Issues raised on policies WIN4 – WIN10 are site specific and representations typically request changes to the text or policy.

- 3.7 **Chapter 4 – Market Towns and Rural Area.** This Chapter deals primarily with the site allocations needed to meet the housing targets set in LPP1 (policy MTRA2) for the larger rural settlements. Each of the 8 ‘MTRA2’ settlements has a separate section, followed by text relating to the smaller villages. These sections set out the site allocations for each settlement and include a summary map.
- 3.8 With regard to Denmead, its Neighbourhood Plan was subject to an independent examination during September-November 2014 and the Examiner’s report was received by the Council on 18 December. The Examiner’s report comprehensively explored the issues raised through the 126 representations received on the submitted Neighbourhood Plan. The Examiner

concluded that the Denmead Neighbourhood Plan should, subject to the modifications he recommended, be submitted to referendum. This matter was reported to and agreed by Cabinet at its meeting on 14 January 2015 (report CAB2641 refers). The referendum date has been set as 5 March 2015.

- 3.9 **Bishops Waltham** – the bulk of the comments are site-specific in relation to policies BW1- BW5 and their associated development allocations. Key issues raised relate to traffic impact and access to the proposed sites, landscaping and the provision of infrastructure in association with the developments.

Other more general comments request that consideration is given to the installation of a cycle/pedestrian route joining up the various developments along the southern edge of Bishops Waltham, and that consideration is now given to the use of the Abbey Mill site for housing as the proposal by Sainsbury for a supermarket may not proceed.

Some statutory consultees have made very specific policy comments. The South Downs National Park Authority supports the allocations as these are furthest from the National Park and therefore less likely to have a detrimental effect on the special qualities of the Park.

- 3.10 **Colden Common** – representations relate to the two development allocations. Policy CC1 (Main Road housing allocation) has received some support and many refer to the positive way in which the site has been allocated. In contrast, Policy CC2 – Travellers' Site has received numerous objections raising issues such as impact on local infrastructure particularly education and health, and impact on Main Road which is already at capacity. Other comments include that as the site is at the gateway of an established community, it is highly visible and in close proximity to existing homes and businesses it is considered unacceptable for use as a travellers' site. Representations to this allocation also comment on the lack of prior consultation regarding this proposal.
- 3.11 **Kings Worthy** – representations focus on the single allocation for housing and open space at Lovedon Lane, both in support of the site and raising specific objections.
- 3.12 **New Alresford** – the proposed allocations at New Alresford have received the most representations of any single settlement, as illustrated in the table above. Whilst these representations cover all three proposals, the majority focus on Policy NA3 which relates to the proposed mixed use allocation at Sun Lane.

These comments question whether employment development is needed and whether existing businesses will relocate from The Dean or go elsewhere. Others comment that development will be intrusive and damage the setting of Alresford. Many representations also refer to the Alresford Professional Group (APG) alternative plan, which proposes to spread the development around the town, and this has resulted in comments in support and against from residents. The impact of the new developments on traffic, particularly on residential roads and car parking, are raised.

- 3.13 **Swanmore** – Representations relate to the allocation of three sites for development and raise matters such as traffic impact, landscape impact and effect on local facilities. In addition, concern is raised that, given the high water table in the area, these sites may be prone to flooding.
- 3.14 **Waltham Chase** – Like Swanmore there are concerns about the impact of the housing allocations on local roads and amenities, particularly as there is little local employment. Impact on the landscape is also raised as well as flooding issues.
- 3.15 **Wickham** – Representations on the proposed housing allocations question whether densities are too high and the need for sites to specifically refer to avoiding any detrimental impact on the landscape of the South Downs National Park given their proximity to its boundary. Some suggest alternatives to the sites proposed for allocation. Comments also refer to Policy WK1 on drainage infrastructure and requests for it to be clarified.
- 3.16 **Denmead** – see para 3.8 above. Only a small number of representations have been received to LPP2, relating to site specific issues and the Denmead – Waterlooville Gap.
- 3.17 **Remainder of the Rural Area** - Chapter 4 also contains a section on the smaller villages and the rural area, confirming that no site allocations or settlement boundary changes are needed in the smaller settlements (those subject to LPP1 policy MTRA3). Representations on this part of the Plan relate primarily to whether settlement boundaries should be reviewed or land released for development.
- 3.18 **Chapter 5 – South Hampshire Urban Areas.** Most of the development proposed in this spatial area is already allocated through LPP1 (strategic allocations at West of Waterlooville and North Whiteley). However, ‘saved’ policies from the 2006 Local Plan Review have been reviewed and carried forward in LPP2, namely Policy SHUA1 – Whiteley Green Housing Allocation and Policy SHUA 2 – Little Park Farm Employment Allocation. Representations to this part of the Plan tend to raise broad issues such as the Whiteley-Fareham Gap and the Botley Bypass.
- 3.19 **Chapter 6 – Development Management.** This Chapter includes many (34) policies which will provide the future basis for determining planning applications. Representations received typically refer to the detailed wording of the policies and requests for amendments.
4. Supporting Documents and Evidence Base
- 4.1 The Local Plan evidence base is already extensive and continues to be expanded and refined as more information and research becomes available. The [LPP2 pages](#) of the Council’s website also contains sections on each of the larger settlements and Winchester Town, which include the various studies, assessments and reports that have used to determine development requirements and, if applicable, proposed site allocations.

- 4.2 CAB2615 gave a detailed account of the status of key reports used to inform and prepare the Plan. Since publication of the Plan the Council has produced the [Annual Monitoring Report for 2014](#) which details how the policies of the adopted Local Plan Part 1 have been implemented, in particular those relating to housing delivery through both planned and windfall developments. A critical element of the AMR is to demonstrate whether the Council has a five year supply of available and deliverable housing sites. In order to be included in the five year supply, sites must be considered available now, offer a suitable location for development, and be achievable and viable (NPPF paragraph 47). The AMR is required to be forward looking and examines housing land supply for the 5-year periods from April 2014 and April 2015 respectively and concludes that there is ample land supply, for both the 2014 – 2019 and 2015 – 2020 monitoring periods.
- 4.3 The Strategic Housing Land Availability Assessment (SHLAA) is a key document to inform local plan preparation and it is intended that this will undergo a full update during 2015. This will ensure that it is fully up to date and robust in advance of the submission of the Plan for examination.
- 4.4 The Council in partnership with East Hants District Council and South Downs National Park has recently appointed consultants to assess potential traveller sites and produce a Traveller Site Assessment report. The consultants are assessing sites and will recommend which ones to allocate. It is anticipated that this work will be completed during February 2015 and will be presented to this Committee during March, seeking authority to publish the report and invite comments on it.
- 4.5 The 'High Quality Places' Supplementary Planning Document, was subject to the same 6 week consultation period as the Local Plan. Nine representations have been received, which will be reported direct to Cabinet in March together with any proposed changes required to the document. The representations cover a range of matters, some of which focus on the detailed wording of the guidance and subsequent interpretation, whereas others raise very specific comments, in relation to noise and wildlife corridors for example.
- 4.6 The South Downs National Park Authority has commenced preparation of its Local Plan, and has recently released on its website a number of [evidence studies](#). It is the intention that by Autumn 2015 a first draft of the Local Plan will be published and available for comment, with publication mid 2016, followed by submission and examination with adoption by Spring 2017.

## 5. Next Steps

- 5.1 It will be necessary to hold a series of meetings of this Committee to consider fully all the matters raised by the representations received and for any proposed changes to be discussed and agreed. This would inform the Pre-Submission version of the Plan, to be published in later in the year.

- 5.2 Given the range of representations the following schedule is proposed (although contents of the meetings may change as the consultation responses are analysed) :-

Meeting 1 – 12 March 2015 to cover Kings Worthy; Swanmore; Waltham Chase, Colden Common, Wickham and Whiteley;

Meeting 2 – 30 March 2015 to cover Bishops Waltham; New Alresford and Winchester Town; small rural settlements; development management and general responses/maps/appendices etc.

It will not be possible to undertake additional work that may be required prior to these meetings, so they will focus on identifying the main issues raised through the consultation, recommending a proposed approach where possible, and identifying matters requiring further work. This work would then be undertaken and recommendations brought back to the next meeting(s) in late May/early June.

Meeting 3 – late May 2015/early June to cover recommendations on the content and approach of the Pre-Submission Local Plan.

At present the Local Development Scheme refers to the Pre-Submission version of LPP2 being published in June 2015. However, there will potentially be slight slippage on this due to the committee and full Council process and dates following the May elections. Therefore, it is anticipated that, if the matters raised through the consultation can be assessed through the first two meetings proposed above, it will be possible to bring a recommended approach and revised plan to this Committee in late May/early June, Cabinet in June and Council in July, prior to publication over the summer. Depending on the timing of publication in relation to the summer holidays, it is likely that the consultation period would be extended beyond the normal 6-weeks.

## OTHER CONSIDERATIONS

### 6. COMMUNITY STRATEGY AND PORTFOLIO PLANS (RELEVANCE TO)

- 6.1 The Local Plan is a key corporate priority and will contribute to achieving the Community Strategy and implementing several aspects of Portfolio Plans.

### 7. RESOURCE IMPLICATIONS

- 7.1 The key resources for undertaking work on LPP2 have been approved as part of the budget process, consisting primarily of an annual sum of £36,700 and an earmarked reserve which stood at £172,759 at 1 April 2014. This budget and earmarked reserve are used for ongoing consultancy requirements, ensuring resources are available to deal with major expenditure at key stages, e.g. examination. This funding is expected to be adequate for the foreseeable future, subject to progress with LPP2, any changes in government requirements and the need to review plans.

8. BACKGROUND DOCUMENTS

8.1 None.

9. APPENDICES

None