

CABINET (LOCAL PLAN) COMMITTEE

29 February 2016

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

REPORT OF HEAD OF STRATEGIC PLANNING

Contact Officer: Steve Opacic Tel: (01962) 848101 sopacic@winchester.gov.uk

RECENT REFERENCES

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

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

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

CAB2656(LP) Draft Winchester District Local Plan Part 2: Development Management and Site Allocations, update following consultation - 9 February 2015

CAB2670(LP) Draft Winchester District Local Plan Part 2: Development Management and Site Allocations, feedback on consultation responses - 12 March 2015

CAB2676(LP) Draft Winchester District Local Plan Part 2: Development Management and Site Allocations, feedback on consultation responses - 30 March 2015

CAB2711(LP) Winchester District Local Plan Part 2: Development Management and Site Allocations, approval of Plan for Publication - 16 September 2015

CAB2721(LP) Winchester District Local Plan Part 2: Development Management and Site Allocations, approval of Plan for Publication – 6 October 2015

CL115 Winchester District Local Plan Part 2 - Development Management and Site Allocations – Council 21 October 2015

EXECUTIVE SUMMARY

The Local Plan Part 2 - Development Management and Site Allocations (LPP2) complements the LPP1 by allocating sites for development and providing detailed development management policies to replace the remaining policies saved from the

Local Plan Review 2006. The LPP2 will form part of the 'Development Plan' for the District outside of the South Downs National Park.

This report provides an update on the results of consultation on the 'Publication' (Pre-Submission) version of the Plan which took place between 6 November and 21 December 2015. Comments were received from 368 individuals and organisations, raising a larger number of issues in relation to most of the Plan's policies. The main purpose of consultation on the Publication Plan is to highlight matters which respondents feel are sound or unsound, to aid examination of the Plan's soundness by an independent planning Inspector. The Council does not need to respond to the comments at this stage as they are all submitted to the Secretary of State, for consideration by the appointed Local Plan Inspector.

Therefore, this report does not include detailed summaries, analysis or recommendations in relation to the representations received. The main matters raised in relation to each policy or issue are summarised for information but the Council does not need to respond to these or make any decisions on them. The report also sets out the next stages of the process and the expected timescale.

RECOMMENDATIONS

- 1 That the outcome of the consultation and update on future stages be noted.

CABINET (LOCAL PLAN) COMMITTEE

29 FEBRUARY 2016

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

DETAIL

1. Introduction

- 1.1 This report provides a summary of the consultation process on the ‘Publication’ (Pre-Submission) version of the Local Plan Part 2 (LPP2). The consultation invited representations on matters relating to ‘soundness’ and ‘legal compliance’ prior to the Plan being ‘Submitted’ to the Secretary of State to be examined by an independent Inspector. This formal stage of local plan consultation is required by the Town and Country Planning (Local Plan) (England) Regulations 2012. All of the comments made on the Publication Plan can now be viewed on the [LPP2 web page](#).
- 1.2 The Local Plan Part 2 - Development Management and Site Allocations (LPP2) complements the LPP1 by allocating sites for development and providing detailed development management policies to replace the remaining ‘saved’ policies from the Local Plan Review 2006. The LPP2 will form part of the ‘Development Plan’ for the District outside of the South Downs National Park, but the ‘saved’ policies from the Local Plan Review 2006 will remain in force for the National Park part of the District until the National Park Authority adopts its own local plan.
- 1.3 The next stage of the Local Plan adoption process is for the Plan, and all the representations on it, to be ‘Submitted’ to the Secretary of State who will appoint an independent planning Inspector to examine the Plan’s ‘soundness’. It is anticipated that Submission will take place in late March 2016, after which the Inspector will start the examination process. This is expected to involve the Inspector publishing a list of issues or questions which he/she wishes to examine through a series of ‘public hearings’. It is currently expected that these will be in late June/early July 2016, but it will be for the Inspector to program these, assisted by a Programme Officer.
- 1.4 Following the examination hearings it is likely that proposed modifications will need to be published for consultation, so as to deal with any matters that may arise through the examination process where the Inspector has identified a need for changes. Comments on any modifications are then considered by the Inspector who would normally then produce his/her report on whether the Plan is sound. This would include recommendations on any modifications which the Inspector considers are needed to make the Plan sound. If the Inspector recommends that modifications are needed, these must be made in order for

the Council to adopt the Plan, as it cannot adopt an 'unsound' Plan. Adoption of the Plan is expected in November 2016.

- 1.5 All of the background reports and studies which form the 'evidence base' for the Plan are also submitted to the Inspector and the whole Local Plan 'library' will be available to view at the Council offices/examination venue and online. The Inspector may decide that a 'pre-hearing meeting' is needed depending on the expected scale of the hearings and whether there are significant concerns about soundness issues.
- 1.6 Cabinet (CAB 2711 and CAB 2721) and Council (CL115) authorised the publication and subsequent submission of the Plan for examination and gave delegated authority to officers, in consultation with the Portfolio Holder for Built Environment, to progress this. There is, therefore, no need for any formal decision on the Plan or the representations on it at this stage. The next key decision for the Council will be in relation to the recommendations of the Inspector's Report.

2 The Publication LPP2 Consultation Process

- 2.1 The 'Publication' stage of LPP2 is a formal stage at which people have the opportunity to comment on the 'soundness' and 'legal compliance' of the Local Plan. The Council has already decided that it would wish to adopt the Local Plan as its policy, so the consultation is not aimed at whether the Council should make changes, but at identifying matters which the Local Plan Inspector may need to examine.
- 2.2 The Inspector will first check that the Plan meets all the necessary legal requirements and complies with the Duty to Cooperate before considering the 'tests of soundness':
 - Legal compliance:
 - whether the preparation of the Plan has followed the stages and timetable in the Local Development Scheme;
 - whether public consultation has generally accorded with the Statement of Community Involvement;
 - whether the Plan complies with the relevant regulations, such as the Town and County Planning (Local Planning) (England) Regulations 2012);
 - whether a Sustainability Appraisal has been carried out and its outcome is reflected in the plan;
 - whether the Plan has regard to the Sustainable Community Strategy.
 - Duty to Cooperate:
 - Whether the Plan meets the requirement for cooperation between specified public bodies to deliver effective, strategic policies to deliver growth (if the duty has not been complied with the Inspector will not be able to proceed any further).
 - Soundness:

- positively prepared - 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;
- justified - the most appropriate strategy when considered against reasonable alternatives, based on proportionate evidence;
- effective - deliverable and based on effective joint working on cross-boundary strategic priorities;
- consistent with national policy – delivers sustainable development in accordance with the National Planning Policy Framework.

- 2.4 The comment form for the Publication Plan therefore sought to direct responses to the key issues of legal compliance, duty to cooperate and soundness, so that comments on these issues could be highlighted for consideration by the Local Plan Inspector. All the representations are sent to the appointed Inspector at the same time as the Local Plan itself and the evidence base. The Inspector then examines the Plan in terms of its legal compliance, duty to cooperate and soundness – the Inspector examines what he/she considers to be the main issues rather than responding to each individual representation. The Inspector will publish in due course a list of issues or questions which he/she wishes to examine, which is likely to be informed by the matters raised in the comments. Respondents and the Council will then have the opportunity to respond to these questions in advance of the public hearing sessions (expected in June/July).
- 2.5 A service level agreement has already been entered into with the Planning Inspectorate. This ensures that when submitted, the Local Plan follows a set path within a prescribed timeframe. Part of this requires the appointment of a Programme Officer and officers have been fortunate to secure the services of Rosemary Morton, who was the Programme Officer for LPP1, and will be familiar with the Council's processes.

3 Consultation Responses and Key Matters Raised

- 3.1 Comments on the Publication LPP2 were received from a total of 368 people and organisations. Many of the 'respondents' commented on more than one issue or policy, so the number of 'issues' will be greater, albeit that some of these may raise identical or similar matters. While most respondents felt the Plan was legally compliant and met the Duty to Cooperate, inevitably at this stage of the Plan process the majority of representations are objections to specific Plan policies. This is to be expected as this is the opportunity for respondents to flag up issues of concern so that they can be examined by the Local Plan Inspector.
- 3.2 Officers have checked all the comments for issues that may require significant changes to the Plan or its strategy, for soundness reasons, but are satisfied that the Plan should be submitted to be examined, as planned. It is now primarily for the Inspector, when appointed, to identify the issues that they wish to examine and to decide whether they think changes need to be recommended to address any matters of 'soundness'.

3.3 Appendix 1 sets out in graphic form the level of comment on the questions relating to legal compliance and the Duty to Cooperate, and on each of the settlement policies in the Plan. In general, the level of comment on the Development Management policies was very low so these are not illustrated. It can be seen that, as at the draft Plan stage, the highest volume of comments is on the Plan's proposals for Alresford, and graphs are included illustrating that most of these allege the Plan is not sound. However, as noted above, it is the soundness issues raised that the Inspector must consider, rather than responding to individual comments or the volume of representations received. Many of the comments raise similar or identical matters in relation to the various policies and the following sections summarise the main issues raised in relation to each part of the Plan (these do not aim to be a full summary of representations, all the comments can be viewed in full on the [LPP2 web page](#).)

3.4 Chapter 1 – Introduction & Background

General

- Support this part of the plan;
- Out of date evidence base / population estimates require a review of LPP1;
- Policies lack flexibility;
- Lack of traffic assessment of development proposed across the District;
- Refer to the devolution proposals and need to accelerate house building.

Sustainability Appraisal & Habitat Regulations Assessment

- The SA lacks local detail / is inaccurate / reaches vague conclusions / is too subjective / should include SEA / should be undertaken a various stages of plan making / is based on out of date evidence / should assess reasonable alternatives;
- HRA must recognise the need to mitigate recreational disturbance on the New Forest SPA.

Duty to Co-operate

- Lack of assessment of proposals in neighbouring authorities;
- Consultation process flawed – start again;
- Identify land for gypsies and travellers (5 yr supply);
- Planning frameworks should be part of LPP2 and subject to scrutiny;
- Need to promote support for minority communities

3.5 Chapter 2 – Meeting Development Needs

General

- Support this section;
- Support references to heritage and historic characteristics
- Development will have detrimental effect on transport infrastructure / consider traffic impact from development outside of WCC

- Evidence base is out of date and further housing is needed / lack of 5 year housing supply / should be full review of LPP1 rather than LPP2 / need to allocate more sites;
- LPP2 does not consider reduction of carbon footprint by reducing travel distances, traffic generated pollution, density of housing and other development and alternative green energy issues;
- No LPP2 policies to support wind, solar, biomass, waste recovery, geothermal and any other technologies that may emerge;
- WCC has failed in its duty to allocate site for gypsies and travellers;
- Lack of policies on mix of dwelling sizes, types, tenures; affordable social and public housing, supporting extra care in the home, self build and homes for former armed forces as required by NPPF; sites for extra care provision;
- Lack of transparency as to how sites were chosen;
- Landscape impact of sites close to SDNP needs to be addressed;
- Policies are not flexible to respond to changing circumstances;
- Need quantitative and qualitative assessment of needs;
- Housing allocations refer to 'about' –should be treated as a minimum;

Winchester

- Windfall allowance in Winchester is too high therefore allocate more sites;
- Lack of rigorous process for Winchester site selection;
- Various sites promoted for development;
- Refer to roles of Universities and establish positive strategy for their development / provide additional student accommodation.

Alresford

- No assessment of objectively assessed needs and infrastructure requirements;
- Plan not justified and has not complied with Duty to Cooperate;
- Should refer to the alternative plan proposed;
- Lack of transparency with consultation process.

Bishops Waltham

- Plan contradicts own policies in allocating sites adjacent to protected sites;
- BW4 has capacity for 200 dwellings.

Other settlements

- Allocate land at Southdowns, Old Alresford for housing

3.6 **Chapter 3 – Winchester Town**

Introduction

- Support references to heritage and historical environment;
- Lack of reference to the future of the Garrison Ground / support use of Bar End for a new leisure centre;
- Lack of policies to promote Winchester and its economic potential based on its heritage, land and waterscape assets;

- Disagree with residual housing requirement specified – a number of sites have delivery issues – need to allocate more greenfield sites / question the reliance on the windfall allowance;
- Need stronger policies to reduce carbon footprint rather than just mitigate;
- SA does not include an assessment of reasonable alternatives for WT;
- Question status of planning frameworks / including these as a source of housing supply / double counting with SHLAA/windfall?
- Policies / parking strategy contradict LPP1 and Winchester Town Access Plan to reduce town centre parking by 500 spaces / lack of action on WTAP;
- Correct references to Highways Agency (now Highways England) and update references to schemes on strategic road network;
- Limitations on Bushfield Camp development due to nature conservation;
- Plan should refer to plans for education given historical shortage of primary school places and presence of universities – all with plans for expansion.

Policy WIN 1 – Winchester Town

- Welcome reference to protect / enhance Winchester's special character;
- Elements are unclear / cannot be monitored;
- Delivering the right type and quantity of development should be given more weight / should identify more land for housing;
- Phrase 'encourage sustainable transport options' is meaningless;
- Should refer to role of universities and improved campus facilities.

Policy WIN 2 – Town Centre

- Support (iv)
- Policy not shown on the policies map
- Merge WIN1 and WIN2 / WIN2 repeats CP20;
- 'Contribute' and 'effectively' lack clarity; item (iii) cannot be delivered;
- Should refer to transport; parking; mitigating transport impacts; sustainable transport modes;
- Needs more emphasis on green spaces and being a place to live.

Policy WIN 3 – Views & Roofscape

- Support but needs to be more specific / needs robust evidence base;
- Policy not required, covered by legislation and High Quality Places SPD;
- Contradicts WIN1;
- Lists elements outside District boundary;
- Contrary to the aims of carbon reduction; unnecessarily restrictive;
- 'Local character and distinctiveness' too vague.

Policy WIN 4 – Silver Hill

- Support criteria (ii), (iii) and (viii) / (ix)
- Lacks detail of uses and floorspace, include residential, bus station;
- Policy cannot be delivered;
- Will contribute to carbon emissions and pollution and increase traffic;
- Town centre parking spaces support rural communities / review parking requirement / reduce provision;

- Retail provision in Winchester has changed, the policy is no longer appropriate / will have a negative impact on the High Street.

Policy WIN 5 – Station Approach Area – Development Principles

- Should be more specific with land uses and set minimum quantities;
- Delivery is uncertain;
- 3.7.13 to 3.7.23 is confusing and applies in whole or part to WIN5, WIN6 and WIN7;
- Changes to GDO has resulted in a reduction of office floorspace which is not referred to in LPP2 / additional allocations needed;
- Refer to community in list of possible uses;
- Lack of supporting SA/SEA / alternative sites have not been examined;
- Suitable for high density; low carbon development to reduce commuting.

Policy WIN 6 – The Carfax Mixed Use Site

- Should be more specific with land uses and set quantities;
- Delivery is uncertain;
- Proposals are based on out of date data;
- Should focus on developing a public transport interchange and sustainable transport;
- Refer to community in list of possible uses / retain Registry Office for other uses.

Policy WIN 7 – The Cattlemarket Mixed Use Site

- This is a key gateway car park that needs to be retained / will serve residents in Barton Farm coming into Winchester;
- Should be more specific with land uses and quantities;
- Concern about traffic impact; increased pollution; loss of car parking; pressure on surrounding residential area for displaced parking; refer to public transport; proposals should promote public transport use;
- Proposals are based on out of date data;
- Clarify what is meant by 'creative design response';
- Lack of infrastructure to support the site;
- Develop the site comprehensively not piecemeal;
- Retain this area of open space which has community benefit;
- Should refer to the retention of view of the Cathedral from Andover Road or within the development;
- Refer to community in list of possible uses.

Policy WIN 8 – Stanmore

- status of the Planning Frameworks is unclear, they allocate land for development and should have been a Development Plan Document;
- Refer to public transport, better links into the town, improved footpaths;
- Higher density housing may be appropriate, cross refer to WIN9.

Policy WIN 9 – Houses in Multiple Occupation

- Should not just focus on existing housing but promote high density new developments / lack of policy on housing density in LPP1 and 2;
- HMOs should be properly regulated;
- Need to identify sites for student accommodation / LPP2 does not fully reflect local needs.

Policy WIN10 – Abbotts Barton

- status of the Planning Frameworks is unclear, they allocate land for development and should have been a Development Plan Document;
- Contradicts other policies by building on open space, contrary to NPPF / 2013/14 Open Space Strategy identifies a shortfall of open space;
- Alternative sites are available in the locality for development;
- Conflict of interest as WCC is landowner/developer and LPA;
- Site in close proximity to internationally designated site and SDNP.

Policy WIN 11 – Winnall

- Support enhancement of cycle and pedestrian links / refer to walking and cycling strategies;
- Support proposed flexible approach to employment generating uses outside of Classes B1, B2 and B8 uses in sub-area 2;
- Lack of comprehensive transport plan for this area;
- Policy is not shown on Map 26 / map is unclear;
- Should be more prescriptive on building design / flexibility for alternative uses;
- Site in close proximity to internationally designated site and SDNP.
- LPP1 Policy CP9 resists loss of employment land, the intended flexibility of WIN11 cannot be applied / amend WIN11 to include an exception to CP9;
- Too onerous to refer to 'all' development in sub area 2, including minor alterations and extensions;
- Policy lacks clarity – 'tangible' needs to be determined; 'active frontage' not appropriate; no need to apply a sequential approach;
- Should allow for residential/mixed use development particularly near to town centre / comprehensive redevelopment and reconfiguration;
- Policy is too vague / does not provide a planning vision / contrary to NPPF / does not reflect changes being introduced by Government.

3.7 **Chapter 4 – Market Towns and Rural Area**

Introduction

- Need to comply with NPPF requirement to use previously developed land.

Bishop's Waltham

Introduction

- Support recognition of the history of Bishops Waltham;
- Given the location of BW it is not possible to reduce carbon emissions;
- Lack of policies for further retail / GP surgery / car parking / self-build / small business units / elderly persons accommodation;

- Need to address the Abbey Mill site;
- Traffic impact has not been assessed / flaws in the SA – transport impacts;
- Level of housing provision inflexible due to specific with housing allocations.

Policy BW1 – Coppice Hill Housing Allocation

- Support reference to historic impact;
- Delete policy as site has been implemented;
- Correct reference to River Hamble (para 4.2.22);
- Policy requirements not justified (access);
- Location of the site within the settlement gap will restrict capacity.

Policy BW2 – Martin Street Housing Allocation

- Support the allocation
- Need to protect Park Lug, SA fails to recognise importance of this feature;
- Question capacity of site due to sensitive location;
- Access not deliverable.

Policy BW3 – The Vineyard/Tangier Lane Housing Allocation

- Question capacity of site due to sensitive location and site constraints;
- Access not deliverable;
- Site should be deleted as not deliverable.

Policy BW4 – Albany Farm Housing and Open Space Allocation

- Support recognition of the need to protect Park Lug but use of term ‘recording’ suggests part will be lost;
- Site has capacity for 200 dwellings, the increase will provide flexibility;
- Lack of justification for additional open space provision.

Policy BW5 – Tollgate Sawmill Employment Allocation

- Site will not necessarily delivery 250 jobs;
- Concern about traffic impact; junction capacity;
- Policy needs to refer to the site’s proximity to SDNP / ensure no negative impact on SDNP;
- Support recognition of the need to protect Park Lug but use of term ‘recording’ suggests part will be lost;
- Impact on wildlife on southern part of the site;
- Proposal contradicts MTRA1 as is not in scale with the locality;
- Alternative sites for employment are available (Jefferies Yard).

Colden Common

Introduction

- Alternative sites should be considered – land off Church Lane (SHLAA ref 1871 and 2561) / Glen Park (SHLAA ref 2389) / land east of Lower Moors Road and land East of Main Road;
- Object to the land at Upper Moors Road being excluded from the settlement boundary;

- Given proximity of CC1 to SDNP precautionary principle should be applied.

Policy CC1 – Sandyfields Housing Allocation

- Support allocation as density and layout respects SDNP;
- Site on wrong side of busy road and adjacent to SDNP;
- Alternative sites are available – land east of Highbridge Road (SHLAA ref 1874) / land off Church Lane (SHLAA ref 1871 and 2561);
- Archaeological assessment should be a specific requirement of the policy.

Policy CC2 – Clayfield Park Housing Allocation

- Alternative sites are available – land east of Highbridge Road (SHLAA ref 1874) / land off Church Lane (SHLAA ref 1871 and 2561);
- Support principles of the policy but should refer to 'mixed use'.

Kings Worthy

Introduction

- Consider impact of KW1 on SDNP and traffic impact.

Policy KW1 – Lovedon Lane Housing and Open Space Allocation

- Question open space requirements / justification for loss of playing pitch;
- Windfall and SHLAA provision is over-estimated;
- Over reliance on one site to deliver;
- Location within an area of high archaeological potential needs to be addressed;
- Additional / alternative sites are available – land at Top Field (SHLAA ref 2506) / land at Kings Worthy House (SHLAA ref 2508) / land at Springvale Road.

New Alresford

Introduction

- Support the proposals for Alresford
- Purpose built industrial area is much needed;
- Lack of consultation with businesses / residents opinions ignored;
- Site selection process flawed / lack of objective process / lack of consideration of alternative plan prepared by the community / sites excluded from SA process / allocated sites not subject to viability testing or considered against reasonable alternatives ;
- No demand for employment land at Sun Lane;
- No justification for allocations / alternatives are available – land off New Farm Road (SHLAA 2553) / land adj to Arlebury Park (SHLAA 2552);
- Terminology used is open to interpretation and misleading;
- Lack of infrastructure to support this level of growth / lack of parking;
- Object to use of prime agricultural land for housing;
- Perins campus should have a policy to allow educational development;
- One large development not necessary – plan period runs to 2031;

- Refer to the conservation area.

Policy NA1 – Car Park Provision

- Support extra parking at The Dean;
- More parking is required in the centre of Alresford;
- Provision of more car parking will encourage car use;
- Where will the extra 50-100 spaces be located;
- Proposals not deliverable due to land ownerships;
- Does not address parking needs for 500 new households;
- Lack of reference to on-street parking and Car Parking Strategy;
- Impact on junction of West Street and Jacklyns Lane/Pound Hill / proximity to Perins School / install traffic lights.

Policy NA2 – The Dean Housing Allocation

- Support allocation for mixed use development;
- Proposals not deliverable due to land ownerships;
- Lack of clarity in policy use of 'may';
- Need to safeguard office space in this location / lack of consultation with businesses;
- No justification for policy, should seek to provide sustainable economic development / Sun Lane site not suitable;
- Site is contaminated due to previous use which will impact on viability;
- Impact on junction of West Street and Jacklyns Lane/Pound Hill / proximity to Perins School / install traffic lights;
- Flaws in SA / evidence base – lack of justification / contradicts NPPF / not a SHLAA site;
- Contrary to LPP1 policy CP9 / detrimental to the local economy / need for new industrial site not tested / available premises in Winchester and Alton;
- Alternative sites available (Arlebury Park).

Policy NA3 – Sun Lane Mixed Use Allocation

- Support the proposals;
- Question landscape appraisal and definition of least and most sensitive / will ruin environment and landscape setting of Alresford;
- Office space should be in the town centre / no demand for manufacturing units / lack of justification for relocation of employment from town centre;
- Object to loss of high quality agricultural land;
- Traffic impact has not been considered / site has poor access to town centre / site not served by public transport / lack of strategic transport assessment to justify access onto the bypass;
- Impact on local schools has not been considered;
- Plan not based on objectively assessed needs / evidence base out of date;
- Should allow for windfall sites and reduce number of allocations;
- Alternatives have not been considered / support the alternative plan;
- Disagree with SA results and justification for allocation of this site;
- Need to consider Arlebury Park;
- Who will fund and maintain the 15 ha of open space included;

- Site not deliverable / question delivery/viability of junction onto A31;
- Detrimental impact on public rights of way and surrounding countryside.

Swanmore

Introduction

- Question delivery of the sites allocated – more sites are available (Dodds Lane (SHLAA ref 2548) / Singleton Farm / Sandy Lane).

Policy SW1 – The Lakes Housing Allocation

- Impact on SINC needs further investigation / policy should not refer to retention and maintenance of SINC;
- Site has potential to flood / lies within flood zone 3;
- Site could accommodate more than 140;
- Site has archaeological potential.

Policy SW2 – Lower Chase Road Open Space Allocation

- Need to consider sites in SDNP as these are part of Swanmore.

Waltham Chase

Introduction

- Need to balance new homes with provision of local employment;
- Lack of provision for small scale sites for self build;
- Object due to impact of building on water meadows / impact on residents;
- Consultation flawed as planning permissions already granted on the sites;
- Demand for specialist accommodation has not been planned for;
- Additional sites available – land at Solomons Lane / Ludwells Farm / Pennyfarthing site.

Policy WC1 – Morgan's Yard Mixed Use Allocation

- Need to specify floorspace and uses;
- No other sites can be delivered until this site is decided as the school needs more land;
- The site is not viable / will not be made available, need to extend the site;
- Land adjacent to the site promoted for development.

Policy WC2 – Clewers Lane Housing Allocation

- Lack of employment allocation in WC to create balanced community and reduce greenhouse gases.

Policy WC3 – Sandy Lane Housing Allocation

- Support allocation
- Proposal lacks safe and accessible routes to the school / facilities;
- Not an appropriate site to develop;
- Trees on the site should be retained (old orchard).

Policy WC4 – Forest Road (North and South) Housing Allocations

- Welcome recognition of Lower Chase Stream on the site.

Wickham

Introduction

- Welcome reference to history, should also refer to the conservation area;
- Paragraph 4.8.15 is consistent with the Welborne Plan;
- Policy should refer to expansion of the town centre;
- Should include a non-implementation allowance given the uncertainty of capacities of the sites allocated / land off Tanfield Park (Golf Club) is available;
- About 250 dwellings is taken as a ceiling – needs more flexibility.

Policy WK1 – Drainage Infrastructure

- Support (from Environment Agency / Southern Water);
- Policy should apply to all surfaces used for car parking / by pedestrians;
- Policy too prescriptive / inadequate justification/evidence base / delete 'multi agency' from policy.

Policy WK2 – Winchester Road Housing Allocation

- Concerns about the allocation;
- Object to the need to provide allotments;
- Not clear how access from the housing allocation to the sports site can be delivered / should be via land at Mill Lane (SHLAA site 1908);
- Site does not have capacity for 125 units – allocate adjacent land in addition.

Policy WK3 – The Glebe Housing Allocation

- Support allocation;
- Welcome references to protection of archaeology;
- Question access proposed in policy;
- Access road falls outside the settlement boundary – amend allocation / settlement boundary;
- Promoting site at Mill Lane, Wickham (SHLAA site 1908) as an alternative.

Denmead

- No responses were received to the Denmead section of LPP2, although land is promoted for development under other policies.

The Smaller Villages & Rural Area

- Support the provision to not adjust boundaries for MTRA3 settlements unless there is a community need;
- Hursley settlement boundary should be amended to allow for some development;

- Section 4.10.1 offers no encouragement for development of "previously developed land" whether outside or inside of the Development Boundary – contrary to NPPF;
- Support 4.10.4 reference to improvement to rural rights of way network;
- Sites promoted for development – land at Southdowns, Old Alresford / land at Portsdown / Holmes and Sons Nursery Site, Littleton / land off Waterworks Road, Otterbourne / Compton Nursery frontage, Otterbourne / Boorley Fields, Durley.

3.8 Chapter 5 – South Hampshire Urban Areas

Background

- Concern about impact of new development on local communities;
- Loss of opportunity to safeguard land for railway station at North Whiteley;
- Lack of focus on economic development and PUSH strategy / Solent Strategic Economic Plan / Plan fails to provide for businesses displaced by North Whiteley development / evidence base is out of date / need to allocate land for commercial development.

Policy SHUA1 – Whiteley Green Housing Allocation

- Policy refers to landscaping adjoining the M27, this will need to take account of the M27 Smart Motorways scheme in this location.

Policy SHUA2 – Solent 1 Employment Allocation

- Lack of reference to total commercial floorspace requirements within the District, or how this allocation will contribute to overall requirements.

Policy SHUA3 – Solent 2 Employment Allocation

- Lack of reference to total commercial floorspace requirements within the District, or how this allocation will contribute to overall requirements.

Policy SHUA4 – Little Park Farm Employment Allocation

- Support allocation of the site which could also be used for housing;
- Develop site comprehensively with proposals in Fareham Borough.

Policy SHUA5 – Botley Bypass Safeguarding

- Welcome inclusion of policy SHUA5.

3.9 Chapter 6 – Development Management

Active Communities

Policy DM1 – Location of New Development

- Various alternative sites promoted (listed under the relevant settlements);
- Policy places artificial restriction on development in sustainable locations;

- Lack of consistency with MTRA3/MTRA4/MTRA5 in LPP1- support for limited infilling / positive consideration of proposals which receive community support / appropriate development in the countryside;
- Lack of allocation for new leisure centre in Winchester;
- Lack of 5 year land supply – allocate additional sites (listed under the relevant settlements);
- Amend policy to allow development in the countryside provided that the impacts do not significantly outweigh the benefits.

Policy DM2 – Dwelling Sizes

- Unreasonable to require all affordable housing to conform with Building Regulation M4(2) category of accessibility and adaptability;
- Inappropriate to liken M4(2) with previous Lifetime Homes standards;
- Not consistent with NPPF for mix of dwelling sizes, types, tenures and location to meet demographic needs;
- No justification to artificially limit dwelling sizes within the District / no evidence this will have any material impact on housing affordability;
- Policy is overly restrictive and could impact on viability.

Policy DM3 – Small Dwellings in the Countryside

- Policy not positively prepared and justified / lacks logic / fails to provide protection for the retention of small dwellings;
- Extend policy application to smaller villages;
- Conflicts with CP2 of LPP1 and contrary to government policy to allow larger extensions under permitted development rights;
- Original dwelling size should be increased to link with DM2.

Policy DM4 – Protecting Open Areas

- Welcome reference potential heritage value of open spaces;
- Policy contrary to NPPF para 74 / Open Space Strategy justifies retaining open spaces;
- Policy should apply to all open spaces within and outside settlement boundaries / some outside the boundary are proposed for development;
- Object to inclusion of private sports ground/open space within settlement boundary / object to removal of DM4 from Winchester Football Club and countryside;
- Request The Garrison Ground is protected as open space for community use / sports, not allocated in the Local Plan for any development.

Policy DM5 – Open Space Provision for New Developments

- Policy is not based on sound evidence.

Economic Prosperity

Policy DM6 – Town, District and Local Centres

- Not consistent with NPPF para 23;
- Policy is contradicted by policies for development in town centres (NA2).

Policy DM7 – Primary Shopping Frontage

- Winchester has an excess of A3 provision which is having a negative effect on businesses.

Policy DM8 – Secondary Shopping Frontage

- Winchester has an excess of A3 provision which is having a negative effect on businesses / include criteria to retain A1 in secondary frontage.

Policy DM9 – Essential Facilities & Services in the Countryside

- Support reference to 'sense of place'.

Policy DM10 – Housing for Essential Rural Workers

- Support reference to local distinctiveness;
- Criteria are open to interpretation and abuse.

Policy DM11 – Equestrian Development

- No responses received to this policy.

Policy DM12 – Leisure and Recreation in the Countryside

- Policy does not comply with NPPF as it fails to express positively opportunities for sustainable rural tourism;
- Contrary to para 173/4 of NPPF / should apply to all recreational activities.

High Quality EnvironmentPolicy DM13 – Masterplans

- Policy is ambiguous and therefore contrary to NPPF;
- Policy misplaced under 'high quality environment';
- Policy should include reference to walking, cycling, and public transport as primary transport modes within masterplans.

Policy DM14 – Local Distinctiveness

- Support for criteria (ii) and (iv);
- Policy focuses on visual impact and should include reference to reducing carbon emissions;
- Local design statements not taken into consideration in development management / strengthen policy.

Policy DM15 – Site Design Criteria

- Policy should include reference to reducing carbon emissions and to future proof developments to optimise new technologies;
- Policy should not exclude development with high levels of sustainability;
- Request 'and their settings' is added to para 6.4.25;
- Criterion (i) should say "appearance, variety and any historic significance".

Policy DM16 – Site Development Principles

- DM16 (i) change to "Meet 'Safe by Design' and accessible by all" –
- Terms 'Unacceptable', "adequate" etc are too vague for consistent application
- support criterion (ii)

Policy DM17 – Access and Parking

- Policy should be consistent with "Safe by Design" and "accessible to all";
- Policy fails to tackle design for transport sustainability / limits itself to providing for “the needs of pedestrians and cyclists” / encourages carbon emissions;
- Policy gives undue emphasis to design for the needs of vehicles.

Policy DM18 – Development and Pollution

- Support criteria (iv) & (v), water pollution and contaminated land;
- Policy should be more prescriptive in relation to light pollution;
- Include reference to implementing the Water Framework Directive.

Policy DM19 – Development and Noise

- No responses received to this policy.

Policy DM20 – Contaminated Land

- Support reference to groundwater and surface water in the policy.

Policy DM21 – Telecommunications, Services and Utilities

- Policy should refer to waste water / sewerage and water supply capacity;
- Include reference in criterion (ii) to registered historic parks and gardens and registered historic battlefields.

Policy DM22 – Rural Character

- Support reference to “locally characteristic rural assets”, “sense of place” and “heritage assets” / suggest detailed wording changes;
- Hedgerows are a key feature and should be protected / retained;
- Policy is overly restrictive and will prevent sustainable proposals from going ahead / need a more permissive criteria based policy.

Policy DM23 – Special Trees, Important Hedgerows and Ancient Woodlands

- Support the references to heritage value, historic events and trees and hedgerows of significant archaeological or historical value;
- Policy needs to be flexible to allow change and the wider benefits of planning proposals to be achieved.

Policy DM24 – Historic Parks and Gardens

- Support policy, minor wording changes suggested.

Policy DM25 – Archaeology

- Support policy, minor wording changes suggested.

Policy DM26 – Development in Conservation Areas

- Support Policy, suggest detailed wording changes in (d);
- Policy is contrary to CP20 in LPP1.

Policy DM27 – Demolition in Conservation Areas

- Support policy.

Policy DM28 – Heritage Assets

- DM 28 "Heritage Assets" overlaps DM26 and is also contrary to CP20
- Support policy but details need clarification

Policy DM29 – Changes of Use of Listed Buildings

- Support policy, but (iii) needs clarification.

Policy DM30 – Locally Listed Heritage Assets

- Support policy;
- Clarify policy and links with Article 4 directions.

Policy DM31 – Undesignated Rural and Industrial Heritage Assets

- Clarify whether policy is to be applied countryside, settlements or both.

Policy DM32 – Shopfronts

- Policy only enforceable in Conservation Areas, as otherwise PD.

Policy DM33 – Signage

- Welcome policy;
- Policy should include reference to signage for tourism facilities.

3.10 Chapter 7 Implementation and Monitoring

- Purpose at para 7.1 is not consistent with NPPF;
- Some allocated sites are partially or wholly within Solent Recreation Mitigation charging zone – needs to be clear in relevant policies / contributions should be in addition to other mitigation charges;
- Inconsistent with Habitats Regulations, does not make provision for contributions towards necessary avoidance/mitigation measures in relation to the New Forest SPA / housing development within 20km of the New Forest SPA may not be deliverable.

3.11 Policy MapsGeneral

- Mineral and Waste allocated sites and Safeguarding Areas are not identified on the policy maps;

Winchester Maps

- Promote land for development in the following locations:
 - Northern part of the Tesco land, Bar End;

- Kilham Lane and Old Sarum Road (40 dwellings, SHLAA ref 2444);
 - Old Orchard and the former Old Manor Nursery, Kilham Lane;
 - Pitt Vale;
 - South of Oliver's Battery (new garden suburb, SHLAA ref 2540);
 - Texas Drive, Olivers Battery;
 - Winchester College land at Blackbridge Yard and Pilgrim's Piece (SHLAA ref 1951);
 - Salters Lane;
 - Down House, Harestock (SHLAA 423, 424, 2489);
 - Land off Courtney Road.
- Amend settlement boundary at Hospital of St Cross;
 - Lack of key to Winchester maps;
 - Sites protected by DM4 – inconsistent approach with other settlements.

South Hampshire Urban Areas

- Promote land for development adj Lodge Green, Whiteley Lane.

Colden Common

- Promote land for development at rear garden areas northeast of Main Road (SHLAA Site 2497) / land adj to Glen Park / land at Trellissick, Upper Moors Road.

New Alresford

- Retain land to r/o 58-72 The Dean in the countryside;
- Support NA3 and suggest inclusion of land south of the Alresford Bypass to deliver the new junction proposed in policy NA3;
- Promote land for development at New Farm Road (SHLAA 2553) / Arlebury Park (SHLAA 2552).

Waltham Chase

- Allocations shown on Map 19 would result in an over-provision of 82 dwellings (32%) / WC4 would intrude into the Gap between Waltham Chase and Swanmore;
- Promote land for development in the following locations:
 - North of Lower Chase Road (SHLAA Site 2504)
 - Pennyfarthing Homes site
 - Ludwells Farm
 - Land adj Morgans Yard

Wickham

- Settlement boundary should include the school, community centre, doctors' surgery, affordable housing, etc to the north of the village;
- Promote land for development at Mill Lane (SHLAA 1908) / Tanfield Park (Golf Club)..

Denmead

- Anomalies and inconsistencies to the settlement boundary (Bunkers Hill).

Other settlements

- Promote land for development in the following locations:
 - George Beckett Nurseries, Otterbourne / land off Waterworks Road;
 - Southdowns, Old Alresford;
 - Land off Grindelwald, South Wonston;
 - Portsdown
 - Littleton (Holmes and Sons nursery)
 - Boorley Fields, Durley.

4 Next Steps

- 4.1 The Council has resolved that the Publication Local Plan is the Plan that it believes is sound and wishes to adopt (report CL115 refers), subject to it being found to be sound and legally compliant. It has also given authority for the Plan to be submitted to the Secretary of State. Therefore, the next stage is for the Local Plan, the representations received and the various supporting documents to be submitted. This marks the start of the examination process and the Inspector appointed to examine the Plan will start to examine it as soon as it is submitted.
- 4.2 Throughout the examination the arrangements for the hearings and all liaison with the Inspector is undertaken by the Programme Officer - appointed by the Council, but independent from the Council's officers. The Programme Officer will liaise with those respondents to the Publication Local Plan that have indicated they wish to appear at the examination hearings. They are the main point of contact for the Council and respondents and neither 'side' is able to make direct contact with the Inspector.
- 4.2 The Inspector will produce a list of the issues or questions which he/she wishes to examine and will invite the Council and respondents to produce statements on these (if they wish) in advance of the public hearing sessions. These issues are likely to form the basis for discussion at the public examination hearings, to which the Inspector will be likely to invite respondents and the Council. It is in these statements that the Council will set out its detailed response to the matters raised, which could include suggestions for changes to the Plan. It is possible for the Council to propose a set of modifications in advance of the examination hearings, but the need for this will be kept under review, guided by events and the nature of the matters raised by the Inspector.
- 4.3 Following the public hearings it is normal for the Inspector to invite the Council to put forward modifications. These can relate to 'main modifications' dealing with matters of soundness about which the Inspector has concerns, or 'minor modifications' relating to matters of detail which the Council may wish to amend. Ideally all modifications would be published for consultation at this stage, prior to the Inspector producing his/her report, but it may be necessary to publish some modifications at an earlier stage. Comments would be invited only on the modifications and would be considered by the Inspector.

- 4.4 Following the close of the examination hearings and consultation on any modifications (expected in August/September), the Inspector's Report would be published (expected October 2016). The options open to the Inspector are to find the Plan sound, to find it not sound, or to recommend changes in order to make it sound. The recommended changes approach is the most common, on the basis that any soundness issues have been identified and addressed through modifications and the Inspector is able to find the Plan sound subject to the relevant modifications being made. In this situation the Council must accept the Inspector's recommendations if it wishes to adopt the Plan. Subject to the earlier stages proceeding smoothly, and a favourable Inspector's Report, it is expected that the Plan would be adopted in November 2016.
- 4.5 Once the Council has adopted the Local Plan there is a 6-week period where legal challenges may be made (on the basis that the necessary legal requirements procedures have not been met). On adoption of the Plan all the remaining 'saved' policies of the Winchester District Local Plan Review (2006) would be superseded in that part of the District outside the South Downs National Park. At this point, the majority of the 'Local Plan' would be in place (Local Plan Parts 1 and 2). However, a separate development plan document (DPD) is needed to deal with provision for gypsies and travellers, with the programme for this included in the Local Development Scheme 2015. It is important that this DPD is progressed in order to show how the Council is dealing with the full range of housing needs in the District.
- 4.6 Evidence work for the Gypsy & Traveller DPD is underway. The 'Traveller Accommodation Assessment for Hampshire' was published in 2013, setting a proposed target for gypsies and travellers. Consideration is being given as to whether this requires updating in the light of changes to the definition of travellers in the Government's updated Planning Policy for Traveller Sites (2015). If so, this will be commissioned shortly and discussions are underway with neighbouring authorities with a view to this being a joint assessment. Also, consultants have been appointed jointly by Winchester City Council, East Hampshire District Council and the South Downs National Park to assess potential traveller sites, with this work now well advanced. The consultants report is expected to be available for publication shortly, but it will be subject to the outcome of any updated work on the number of pitches needed.
- 4.7 This work will be brought together into a draft 'Regulation 18' DPD which will be published for consultation in November 2016. The programme for progressing the DPD envisages a Publication Plan in July 2017, Submission in October 2017, examination hearings in December 2017 and adoption in June 2018.
- 4.8 The weight that can be given to the emerging LPP2 depends on the stage of preparation reached, the extent to which there are unresolved objections to relevant policies, and the degree of consistency with policies in the National Planning Policy Framework. The LPP2 is now at an advanced stage of the adoption process, with the Council having resolved that it wishes to adopt the Plan subject to the outcome of the examination, and is believed to accord with the NPPF (as this forms part of the tests of soundness). The Plan should, therefore, normally be accorded substantial weight in planning decisions unless

there are 'significant' unresolved objections to the policy concerned (NPPF paragraph 216). Whether objections are 'significant' depends on the issues raised and whether they go to the soundness of the Plan, rather than the number of comments received. Section 3 of this report sets out in summary the matters raised, which will be taken into account in advising Members on the weight to be given to LPP2 policies in relation to particular planning applications.

OTHER CONSIDERATIONS

5. COMMUNITY STRATEGY AND PORTFOLIO PLANS (RELEVANCE TO)

- 5.1 The Local Plan is a key corporate priority and will contribute to achieving the Community Strategy and implementing several aspects of Portfolio Plans. That the Plan has had regard to the Community Strategy is a requirement for legal compliance.

6. RESOURCE IMPLICATIONS

- 6.1 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 2015. This budget and earmarked reserve are used for ongoing consultancy requirements and ensuring resources are available to deal with major expenditure at key stages, e.g. examination which is estimated at up to £155,000 to include the Planning Inspectorate's fees and the appointment of the Programme Officer. This funding is expected to be adequate to progress with LPP2 and the Gypsy & Traveller DPD, subject to any changes in government requirements and the need to review plans.

7. RISK MANAGEMENT ISSUES

- 7.1 The steps undertaken in preparing the Plan have all been done with consideration for minimising the risks that the Plan may not pass examination or could be delayed in its adoption. This is to ensure that the development plan is up to date, that a five year supply of housing sites can be demonstrated and not put the Council at risk of development being determined through the appeal process. The Local Development Scheme sets out a more detailed risk assessment of the Local Plan Part 2.
- 7.2 The Government recently announced its intention to require that local plans are put in place quickly, so it is important that progress is maintained on adopting LPP2. The timetable for the LPP2, which envisages adoption of the Plan by November 2016, should avoid the risk of government intervention. Details are unclear of the threat by Government to arrange for a plan to be written where no local plan has been produced by 2017, but the City Council has already adopted the LPP1 since the National Planning Policy Framework came into force. The LPP1 was considered by the Inspector at the Local Plan Examination to be compliant with the NPPF.

8. BACKGROUND DOCUMENTS

8.1 Consultation Responses to Publication LPP2 document:-

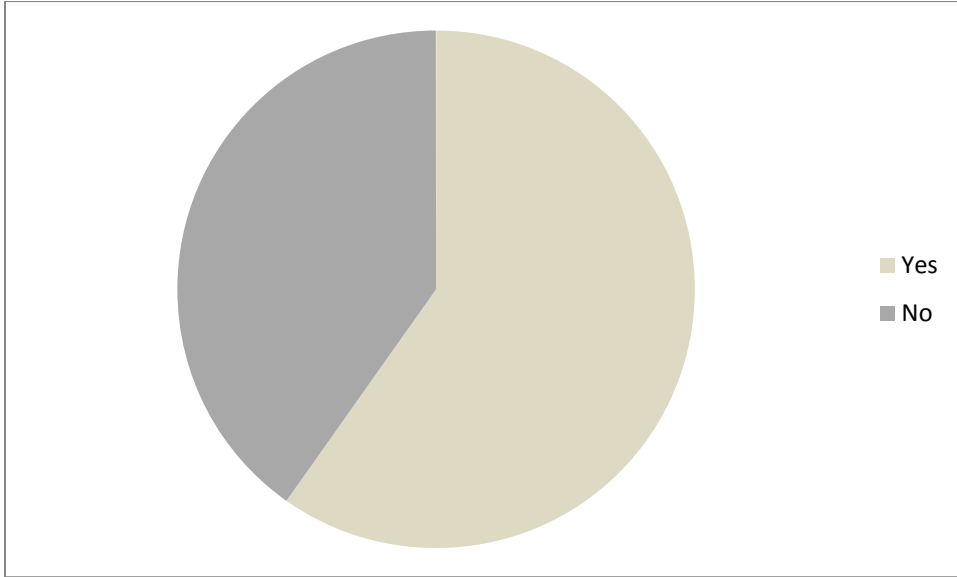
https://winchester.citizenspace.com/policy-and-planning/publicationlpp2/consultation/published_select_respondent

9. APPENDICES

Appendix 1 - Graphs Illustrating Broad Level of Responses by Question / Policy

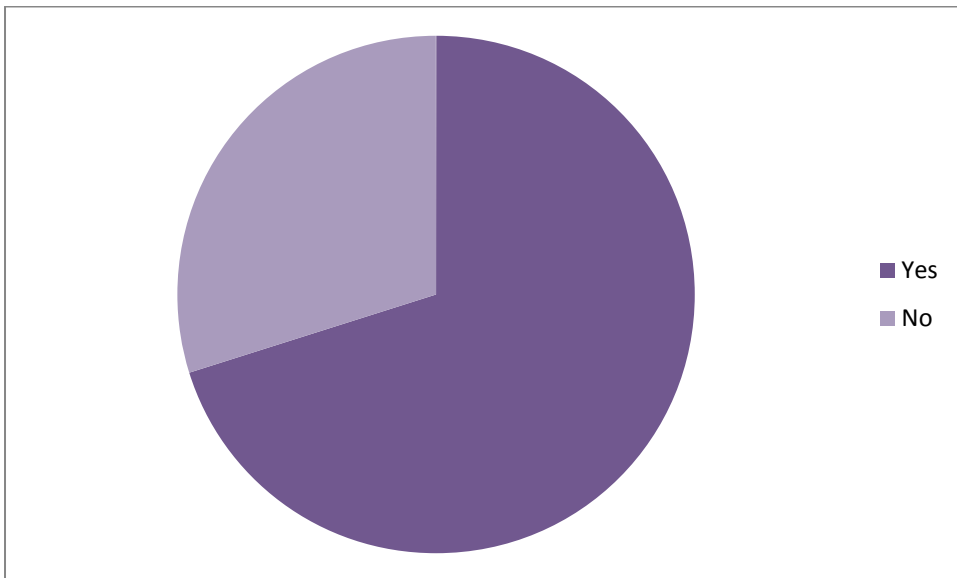
Appendix 1 - Graphs Illustrating Broad Level of Responses by Question / Policy

Summary of Responses to Question 1*: 'Do you consider that the Local Plan Part 2 is legally compliant?'



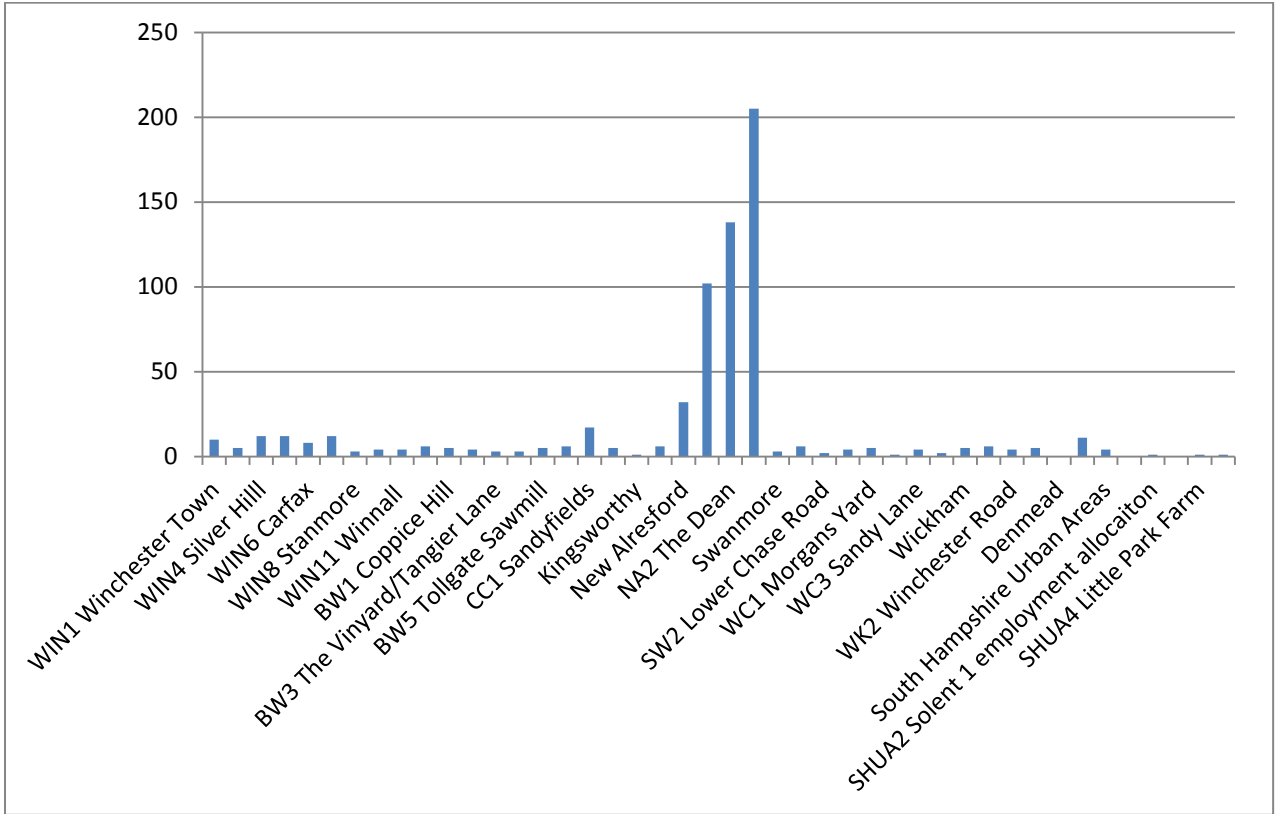
* Relates only to respondents answering Q1

Summary of Responses to Question 2*: 'Do you think the Local Plan Part 2 complies with the Duty to Cooperate?'



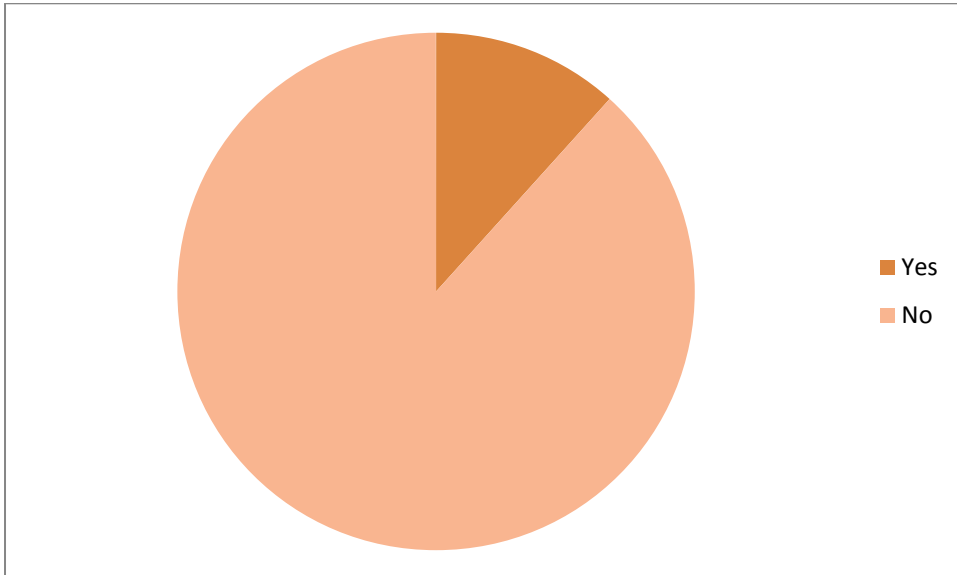
* Relates only to respondents answering Q2

Numbers of Responses to Settlement Policies



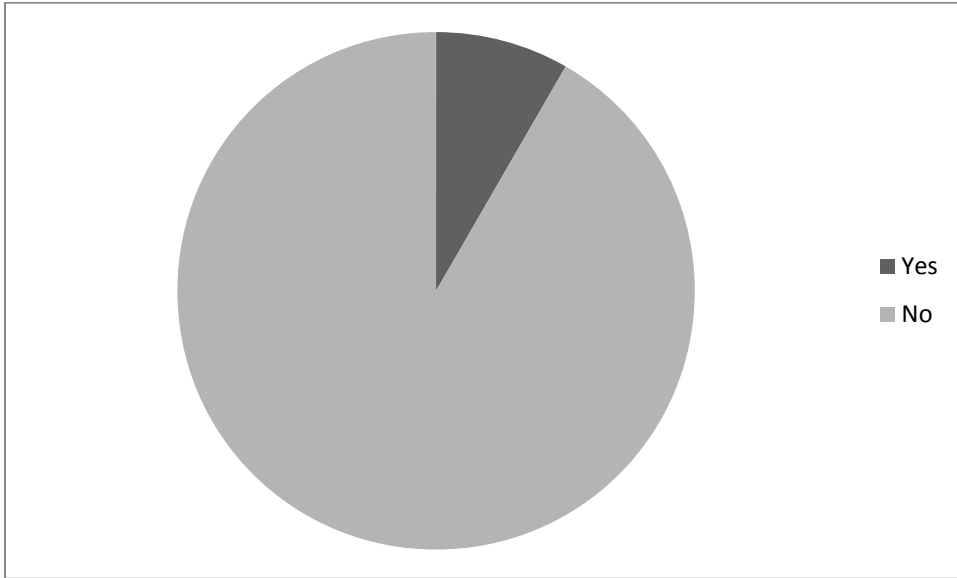
Summary of Comments on Policies NA2* and NA3*

Do you consider that Policy NA2 is 'sound'?



* Relates only to respondents answering on NA2

Do you consider that Policy NA3 is 'sound'?



* Relates only to respondents answering on NA3