

CABINET (LOCAL PLAN) COMMITTEE

5 OCTOBER 2016

REVISED LOCAL DEVELOPMENT SCHEME 2016

REPORT OF HEAD OF STRATEGIC PLANNING

Contact Officer: Jenny Nell Tel: (01962) 848278 jnell@winchester.gov.uk

RECENT REFERENCES

CAB2722 – Revised Local Development Scheme – Cabinet (Local Plan) Committee
6 October 2015

CAB2528(LDF) Revised Local Development Scheme – Cabinet (LDF) Committee 27
November 2013 and Cabinet 4 December 2013

CAB 2491 Revised Local Development Scheme 2013 – Cabinet 26 June 2013

CAB 2376(LDF) Revised Local Development Scheme 2012 – Cabinet 12 Sept 2012

CAB 2178 Revised Local Development Scheme 2011 – Cabinet (LDF) Committee 6
June 2011

CAB 1969 Revised Local Development Scheme 2009 – Cabinet 3 February 2010

CAB 1905(LDF) Revised Local Development Scheme 2009 – Cabinet (LDF)
Committee 20 October 2009

EXECUTIVE SUMMARY

The Council is required to produce, and keep up to date, a Local Development Scheme (LDS) that provides a programme for the production of the Winchester District Development Framework. The current LDS came into effect on 6 October 2015.

With Local Plan Part 2 (LPP2) receiving positive feedback from the Inspector appointed to hold the Examination during July it is now necessary to review the LDS and the documents it refers to. This provides the opportunity to update the programme and scope for preparation of the Gypsy and Traveller Development Plan document. In addition, the Local Plan Inspector expects the Council to commence a review of the Local Plan no later than 2018, this LDS therefore includes a timescale for this. A review of the Local Plan also provides an opportunity to update other documents such as the Community Infrastructure Levy.

The recommended revised LDS is attached at Appendix 1.

RECOMMENDATION:

That the revised Winchester District Local Development Scheme 2016, as set out in Appendix 1 to the Report, be approved and brought into immediate effect.

CABINET (LOCAL PLAN) COMMITTEE

5 OCTOBER 2016

REVISED LOCAL DEVELOPMENT SCHEME 2016

DETAIL

1. INTRODUCTION

- 1.1 The Council is required to produce a Local Development Scheme (LDS) that provides a programme for the production of the Winchester District Development Framework. It is a legal requirement to have an up-to-date LDS, as this is one of the tests of legal compliance at the examination of a local plan.
- 1.2 The current LDS came into effect on 6 October 2015, to reflect the stage that had been reached with the preparation of Local Plan Part 2 (LPP2) Development Management and Site Allocations and the need to prepare a separate development plan document covering Gypsies and Travellers.
- 1.3. The Examination hearings into LPP2 were held during July, and the Council has since received from the Inspector a 'Note of Initial Findings'. This note, whilst confirming that LPP2 has met all the statutory requirements, raises matters to be addressed through Main Modifications, one of which, relates to the need for the Council to commence a review of the Local Plan no later than 2018, with the intention of adopting it no later than 2021, to 'roll forward' the plan to 2036 at least.
- 1.4. This report, and accompanying revised LDS, therefore reflects these matters and uses this opportunity to identify other related documents in need of review/updating. The appended LDS therefore covers the period 2016 – 2019.
- 1.5 Publication of the LDS no longer requires submission to the Secretary of State for approval. Therefore, once approved, the revised LDS can be made available on the City Council's website and brought into effect immediately.

2. KEY CHANGES

- 2.1 The previous LDS identified the need for the preparation of a separate development plan document (DPD) on Gypsy and Traveller Accommodation within the District. During the Examination into LPP2, the Inspector advised that lack of reference to pitch targets for Gypsies and Travellers in LPP2, raised matters of soundness and one of his Main Modifications is the reinsertion of the policy on Gypsies and Travellers previously deleted from LPP2 (draft Policy DM4). This policy will therefore establish the number of pitches required in the District, leaving the Gypsy and Traveller DPD to identify and allocate the sites.

- 2.2 Consultants were appointed by a consortium of Hampshire authorities to undertake an assessment of travellers' accommodation needs across much of the County. This is to update the original needs assessment published in 2013, in response to revised Government guidance (August 2015), 'Planning Policy for Traveller Sites', which is the key national guidance on traveller provision. The main change is to the definition of travellers, to exclude those that have permanently abandoned a nomadic way of life, and this is likely to have implications for the number of traveller pitches needed.
- 2.3 Therefore, the requirement for traveller pitches will now be included in LPP2 and the Gypsy and Traveller DPD will need to safeguard or allocate sufficient sites, particularly as Government guidance requires a 5-year supply of gypsy and traveller sites.
- 2.4 As referred to at para 1.3 above, the Local Plan Inspector also identified the need for a Main Modification to refer to the commencement of a Local Plan review. A Local Plan review also presents the opportunity to take stock of existing local plan publications and to determine a programme for review and updating. Of note is the Statement of Community Involvement (SCI), this was adopted in 2007, revised government Guidance no longer requires this to be subject to its own examination, but it remains a legal requirement to have one. Therefore, it is suggested that the period between adoption of LPP2 and commencement of the Local Plan Review the opportunity is taken to update the SCI. A timescale for this is therefore included in the LDS.
- 2.6 The Council's Community Infrastructure Levy charging schedule(CIL) came into force in April 2014. Para 175 of NPPF suggests that where practical, community Infrastructure Levy Charges should be worked up and tested alongside the Local Plan. Therefore a review of the local plan would enable this, which would also have wider benefits of identifying areas of infrastructure improvement to respond to the local plan development strategy and the ability to align these with spending priorities. Revising the CIL and local plan together would also have other benefits such as a joint evidence base, consultations and examinations. CIL preparation and publication follows different regulations to local plan preparation, these are reflected in the attached LDS and project plan.
- 2.7 A further matter that has potential to impact on the local plan review is the various discussions and consultations being undertaken by the Government. Since late 2015, the Government has undertaken a number of consultations and commissioned the 'Local Plan Expert Group' (LPEG) to consider how plan making can be made more efficient and effective. Their report was published in March 2016 and includes 47 recommendations, covering matters of content and timing, which are discussed below.

Local Plan Review

- 2.8 The issue of when to review the local plan was debated at both the examinations for LPP1 and 2. The Local Plan Inspector is quite prescriptive in his 'Note of Initial Findings' to the Council, stating that the review should

commence no later than 2018, with the intention of adopting no later than 2021 and to 'roll forward' the plan to 2036 at least. This would need to include a new Strategic Housing Market Assessment (SHMA), preferably to be undertaken in co-operation with neighbouring authorities, taking into account the latest population and household projections available at that time.

2.9 As referred to at para 2.7 above, the Government has held a number of recent consultations which could generate changes to local plan preparation in terms of process and content. There is also the wider Devolution debate to consider and possible changes to the arrangement of local authority working arrangements and responsibilities. These provide an element of uncertainty when trying to programme for a review, however, until any of these matters are finalised it remains necessary to have an up to date LDS following existing legislative requirements and the LPP2 Inspector's recommendations.

2.10 Of the 47 LPEG Recommendations, some raise matters of detail whereas others suggest amendments to timescales. In general, the key findings relate to:-

- Objectively Assessed Needs (OAN) – lack of a standard approach, and variations in the Housing Market Areas has resulted in the housing OAN being one of the main areas of debate a local plan examinations. The report therefore recommends that a standardised methodology is introduced together with coordination of economic and housing market area boundaries. OAN also relates to the Duty to Co-operate (DtC) and the report highlighted this was not effective and suggests that the local plan soundness tests are amended to emphasise the practical requirements that need to be demonstrated in meeting the DtC.
- OAN and local plan requirements – the report recognised the extensive and complex evidence base that now underlies local plan preparation, generating significant cost implications, as well as the time taken to prepare such studies. The report takes a more pragmatic approach and asserts that not all needs must be met as this position would be contrary to the NPPF and on this basis recommends that a proportionate assessment of environmental capacity should be undertaken at the commencement of plan making, with National Planning Practice Guidance (NPPG) setting out an indicative scope of elements to be considered.
- National Policy changes – LPEG recognised the numerous delays to local plan preparation as a direct result of changes to national planning advice and the need for local authorities to delay/amend plans in response. It therefore recommends that the NPPF is only reviewed every 5 years and the NPPG every 6 months and subject to technical scrutiny to assess potential impacts/effects.
- Local plan process – LPEG undertook a detailed assessment of the various stages of plan making and concluded that the whole plan making process could be reduced to 2 years, on the assumption that no local authority would be starting from scratch in terms of evidence. This together with the need for proportionate sustainability appraisal,

supporting documents where necessary to show that the plan is sound and legally compliant and to amend the soundness tests to refer to 'an appropriate' strategy rather than 'the most appropriate strategy', would in the view of LPEG significantly speed up local plan preparation. A matter also raised was that there was no single source of local plan requirements/guidance with these being specified in:- Part 2 of the Planning and Compulsory Purchase Act 2004 , Town and Country Planning (Local Planning) (England) Regulations 2012, NPPF and NPPG

- Implementation and Delivery – whilst the report recognises the need to maintain a 5 year land supply, it suggests that the NPPF is amended to also refer to a supply of medium-long term provision through the release of reserve sites to respond to change in circumstances. Also that a codified template for the calculation of a 5 year supply is introduced to reduce the extensive debate on methodology.

2.11 The LPEG report concludes with the need for further work on the matters covered via a technical working group. Therefore, whilst these recommendations have been made, it is unclear how long these will take to be translated into new/revised planning guidance, if at all. Whilst officers acknowledge the potential positive impacts of the majority of the findings, there is concern about the realism of condensing local plan preparation to two years. From experience, the community engagement and consultation elements of plan making takes significant time, yet is an essential element of which there are increasingly high public expectations. Council officers will therefore make representations to this effect if given the opportunity through any forthcoming consultations on plan making.

2.12 Notwithstanding the above, the Council has an extensive evidence base that will require some updating for a review. The key piece of evidence will be a revised Strategic Housing Market Assessment (SHMA) to roll forward population projections and household formation and to derive the 'objectively assessed need' for housing and other development. In the past this has been commissioned jointly with neighbouring authorities and the Council will be looking to follow this approach in the future. The results of the SHMA will also be influential in determining whether the review covers the period 2016 – 2036 or 2021 – 2041. Also, the scale of development need identified may require reconsideration of the development strategy in adopted LPP1 and pending LPP2.

2.13 The Local Plan review will cover the whole of the District, but exclude the South Downs National Park. It will be necessary to determine how to deal with the one Neighbourhood Plan in the District at Denmead, whether this is now incorporated into the Local Plan review or undergoes an independent review.

2.14 The LDS at Appendix 1, therefore sets out a realistic timescale for a local plan review to be referred to as Winchester District Local Plan 2016 – 2036 (or 2021 – 2041).

OTHER CONSIDERATIONS

3 SUSTAINABLE COMMUNITY STRATEGY AND PORTFOLIO PLANS (RELEVANCE TO)

- 3.1 As part of progressing effective spatial planning of the District, the LDS is relevant to many of the stated aims of the Council's Community Strategy. This is to be achieved by ensuring that the programmed documents are prepared and delivered to the agreed timescales to enable the implementation of the actions to deliver the outcomes of the Strategy and matters expressed in Portfolio Plans in so far as they relate to spatial planning.
- 3.2 The projects and timescales set out in the revised LDS will need to be reflected in any future updates of Portfolio Plans.

4 RESOURCE IMPLICATIONS

- 4.1. 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 £145,759 at 1 April 2016. This budget is used for ongoing consultancy requirements, with any under-spend supplementing the reserve fund so as to deal with major expenditure at key stages, e.g. examination. This budget is adequate to meet the expected costs of completing the Local Plan Part 2.
- 4.2 The budget does not include specific provision for the proposed gypsy and traveller DPD. The main financial costs of this are expected to be the examination by an independent Inspector (estimated as approximately £30,000). It is expected that there may be some savings in the cost of finalising LPP2 to offset part of this cost so, at this stage, there is adequate funding to progress the Gypsy & Traveller DPD, subject to the final cost of work on LPP2 and any changes in government requirements.
- 4.3 For the Local Plan Review and a review of CIL, the cost will depend largely on the scale of work needed to update the existing evidence base (certain key evidence studies will be needed); undertake sustainability appraisal/strategic environmental assessment/habitats regulation assessment; and complete consultation stages and examination. There may be scope to review the Strategic Planning Team to take account of future expected workloads and staff changes, which could generate financial savings in the short term. On this basis it is anticipated that existing resources are adequate for the coming financial year (2017/18), but the situation in future years would need to be kept under review as the extent of work involved in the Local Plan/CIL reviews becomes clearer.
- 4.3. Meetings of the Cabinet (Local Plan) Committee are serviced from within existing resources in the Democratic Services Division.

5 RISK MANAGEMENT ISSUES

- 5.1. An up-to-date Local Development Scheme is a fundamental element of the Local Plan process, being part of the legal compliance tests under the examination procedure. One of the main risks is of the examinations finding plans unsound. The Council has had early feedback from the LPP2 Inspector that the plan is expected to be capable of being sound, but there is also the need to complete the Gypsy and Travellers DPD.
- 5.2. Whilst, the Inspector to LPP2 has indicated that a local plan review should commence no later than 2018, there are potentially some key changes to both national planning advice and local governance (Devolution), that could have an impact on timing and content. The LDS can be updated as necessary, however, in the meantime the timescale included allows for some flexibility to enable the Council to respond to changing requirements.

BACKGROUND DOCUMENTS

None.

APPENDICES:

Appendix 1: Winchester District Local Development Scheme 2016

WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK

Local Development Scheme

OCTOBER 2016



Winchester
City Council

CONTENTS

1.0	Introduction	1
2.0	Winchester District Development Framework	2
	Related Strategies	
	The South Downs National Park	
	Local Plan Review 2006 Saved Policies	
3.0	Local Development Documents	5
	Local Plan Part 1 - Joint Core Strategy	
	Local Plan Part 2 - Development Management and Allocations	
	Neighbourhood Plans	
4.0	Other Development Framework Documents	8
	Community Infrastructure Levy (CIL) Charging Schedule	
	Supplementary Planning Documents (SPDs)	
	Statement of Community Involvement (SCI)	
	Strategic Environmental Assessment and Sustainability Appraisal	
5.0	Delivery and Implementation	10
	Resources	
	Risk Assessment and Management	
	Monitoring and Review	
	APPENDIX 1	
	Local Plan Programme 2016 - 2019	14
	APPENDIX 2	
	Local Plan Review 2006 Saved Policies	15

1.0 Introduction

1.1 The Planning and Compulsory Purchase Act 2004 revised the approach to plan making through the introduction of local development documents to set out the Local Authority's approach to the development and use of land in their area. The programme for the preparation of these documents is the **Local Development Scheme (LDS)**.

1.2 Winchester City Council's first LDS was adopted in March 2005, with regular updates. These updates reflect changes in national planning legislation such as the introduction of the Localism Act 2011, the National Planning Policy Framework 2012 and other consequential changes to the regulations governing the preparation of development plans.

1.3 The Winchester District, Local Plan Part 1 - Joint Core Strategy was adopted in March 2013. Local Plan Part 2 - Development Management and Site Allocations, was submitted for examination in March 2016 with the examination hearings were held during July. The Council received a 'Note of Initial Findings' from the Inspector dated 28 July 2016, advising the Council that the submitted Plan is sound subject to a number of modifications. Proposed Modifications are about to be published for consultation in October/November 2016.

1.4 This LDS is a three year project plan and will cover the period to the end of 2019 in detail, with an indication of key milestones thereafter. It sets out details of remaining Local Development Documents to be produced and includes a programme for commencement of the Local Plan Review. It also includes an assessment of identified risks and contingencies as part of ongoing programme management.

2.0 WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK

2.1 The Winchester Development Framework (WDDF) comprises the following:

Winchester District Development Plan

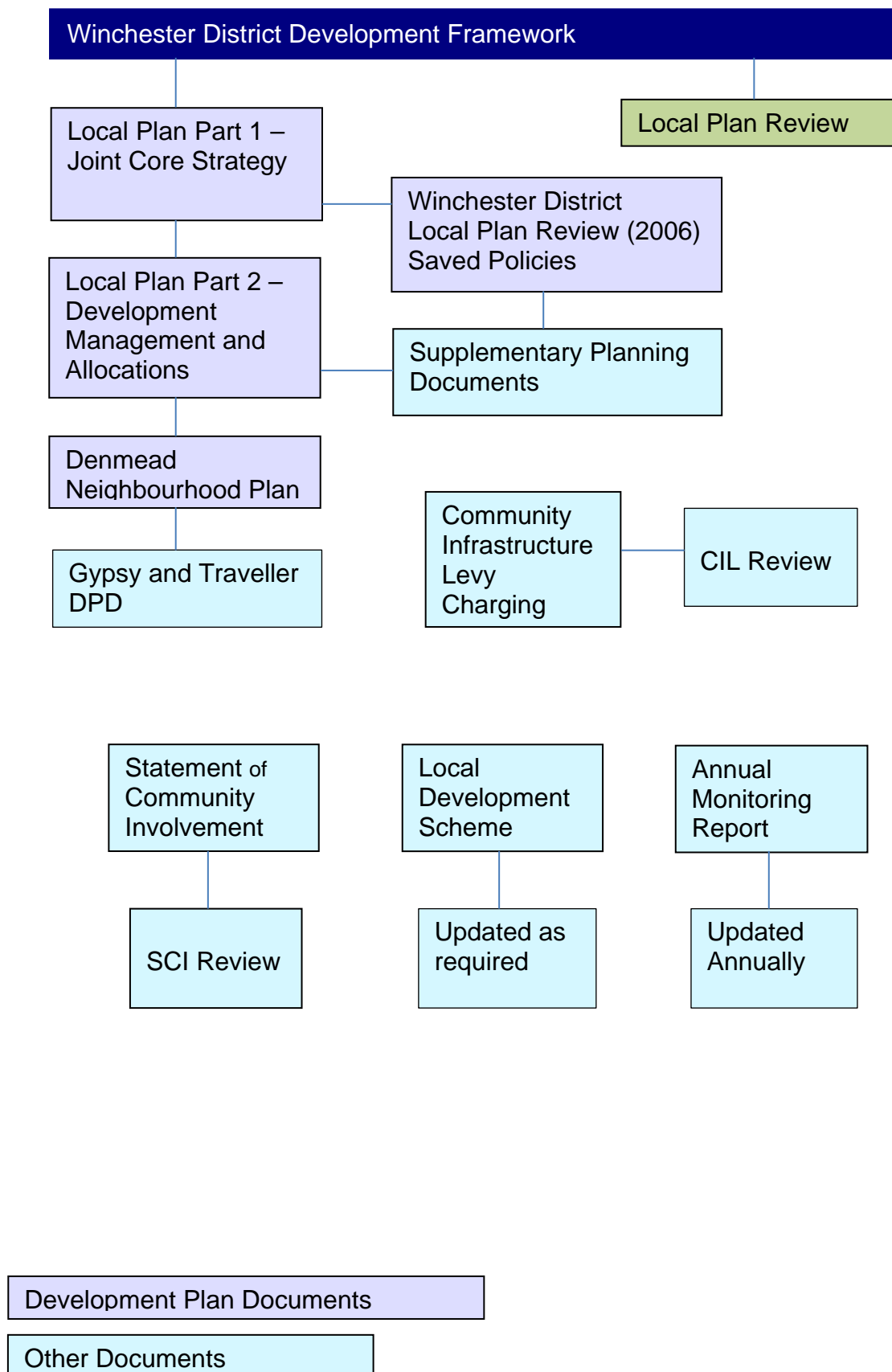
- Winchester District Local Plan Part 1 - Joint Core Strategy
- Winchester District Local Plan Part 2 - Development Management and Site Allocations
- Gypsy and Traveller Site Allocations Development Plan Document
- Denmead Neighbourhood Plan
- Saved Policies of the Winchester District Local Plan Review (2006) – only up until adoption of LPP2/SDNP Local Plan

Other WDDF Documents

- Community Infrastructure Levy Charging Schedule (2014)
- Statement of Community Involvement (2007)
- Annual Monitoring Report (updated annually)
- Local Development Scheme (this document).
- Various Supplementary Planning Documents which can be viewed by using [this link](#) to the Council's website.

2.2 There may be a need for additional documents to be produced. Any new documents, or changes to the programme for currently planned documents, will require a change to the Local Development Scheme. The component parts and the relationship between the various documents, are illustrated below.

Figure 1: Winchester District Development Framework



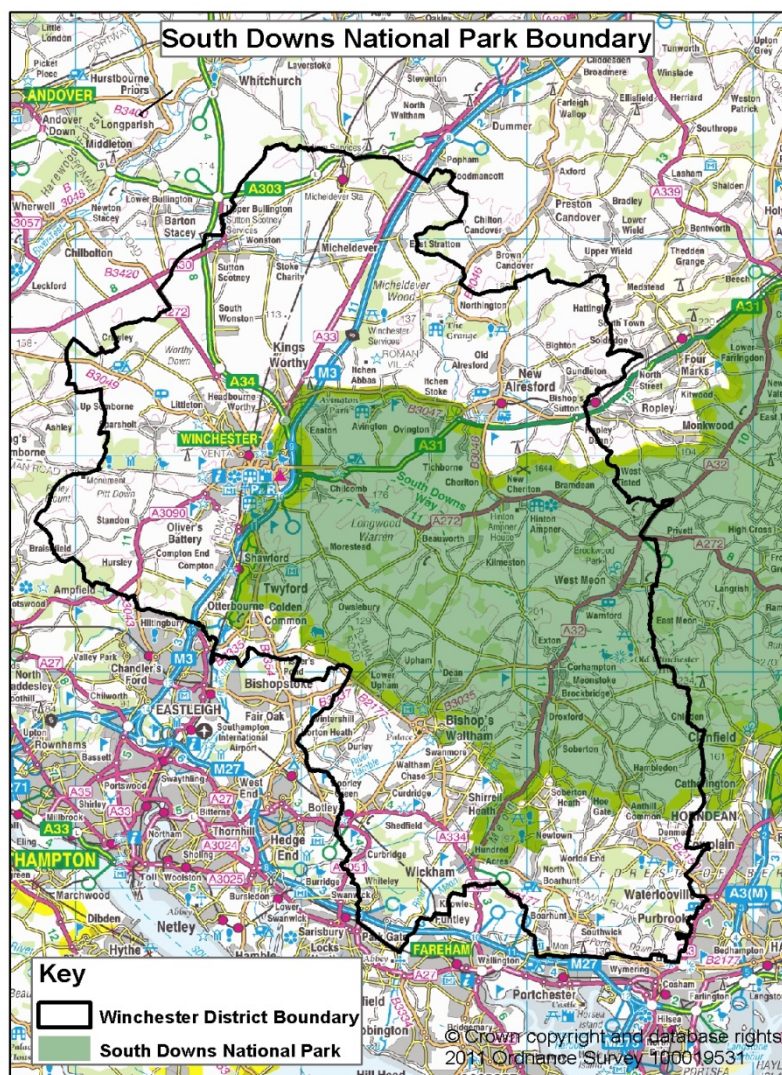
Related Strategies

2.3 Local Plans reflect the vision and priorities of the Council's Community Strategy, which was refreshed in 2014. The Community Strategy includes a vision for the District and identifies a number of priority themes, which are reflected in the Local Plan.

2.4 The Council has many other strategies and frameworks, which are reflected in the Local Plan, for example the Council's Economic Strategy, Winchester Town Access Plan and the various Planning Frameworks.

2.5 A significant part of Winchester District lies within the South Downs National Park which, since 1 April 2011, is the Planning Authority for this area.

Figure 2: South Downs National Park



2.6 The City Council led work on the adoption of the Winchester District Local Plan Part 1 - Joint Core Strategy (LPP1) and will continue to liaise with

the National Park Authority on the implementation of its policies. The Park Authority is preparing its own (single) Local Plan, including site allocations, with adoption planned in 2018.

2.7 The Council's Local Plan Part 2 - Development Management and Allocations (LPP2) therefore excludes that part of Winchester District that lies in the National Park, as does the Community Infrastructure Levy Charging Schedule (see para 4.1).

Local Plan Review 2006 Saved Policies

2.8 Several of the 2006 Local Plan Review policies have been superseded by updated or new policies in LPP1 and LPP2. Some policies have been 'saved' and until LPP2 is formally adopted (anticipated early 2017), the saved policies will continue to apply in determining planning applications, however these now need to be considered alongside policies in the LPP2, which are likely to carry more weight given its imminent adoption.

2.9 LPP2 will form part of the 'Development Plan' for the District outside of the South Downs National Park when adopted and it should be noted that the saved policies from the Local Plan Review 2006 will only remain in force for the National Park part of the District, until the National Park Authority adopts its own Local Plan. The saved policies are listed in **Appendix 2**.

3.0 LOCAL DEVELOPMENT DOCUMENTS

Local Plan Part 1 -

Joint Core Strategy (LPP1)

3.1 The Joint Core Strategy was developed with the South Downs National Park Authority (SDNPA). It was submitted for examination in June 2012, examined in October/November 2012 and formally adopted by the City Council on 20th March 2013. The future review of LPP1 is considered below.

Local Plan Part 2 - Development Management and Allocations (LPP2)

3.2 This will provide the necessary detail to supplement LPP1 through the identification and allocation of non-strategic sites, plus the detailed policies required to assess and determine planning proposals and applications. Given the SDNPA's preparation of a local plan to cover the whole of the National Park, LPP2 only covers that part of Winchester District outside the SDNPA boundary (Figure 2 on page 3).

3.3 Evidence gathering and 'front-loading' for LPP2 commenced during 2012 which included extensive consultation with local communities on development needs and options for site allocations. Consultation under Regulation 18 was held during October to December 2014, with consultation under Regulation 19, during November – December 2015. The Plan was formally submitted for examination on 23 March 2016 and the examination hearings were held in July.

3.4 The Council received a 'Note of Initial Findings' from the Inspector on 28 July 2016, indicating that LPP2 was expected to be 'sound' pending a number of modifications. Modifications will be published for consultation October - December 2016 and are expected to be followed by the examination Inspector's Report by early 2017. The timetable for the remainder of its adoption process, is set out below and illustrated on the Gantt chart at **Appendix 1**.

Local Plan Part 2 – Development Management and Allocations Document Details	
Role and content	The allocation of sites required to meet development requirements and provide further detail for the management of development at the local level through detailed policies, allocations and designations
Geographical coverage	Winchester District (excluding that part within the South Downs National Park)
Status	Development Plan Document
Chain of Conformity	With Local Plan Part 1 – Joint Core Strategy, and the Hampshire Minerals and Waste Development Framework
Timetable of Key Stages	
Community involvement in development of issues and options	December 2012 – July 2014
Draft LDD and draft Sustainability Appraisal (SA) for consultation (Reg. 18)	October – December 2014
Consideration of representations and preparation of revised LDD	January – September 2015
'Publication' (Pre-Submission) LDD and final SA (Regs. 19 & 20)	November – December 2015
Consideration of representations and preparation of proposed modifications	January - February 2016
Submission of LDD and SA to the Secretary of State (Regs. 22 & 23)	March 2016
Examination of LDD and SA (Reg. 24)	Commences at Submission (above)
Hearing period	July 2016
Consultation on proposed Main Modifications	Oct - Dec 2016
Inspector's Report – final (Reg. 25)	December 2016/January 2017
Adoption and publication of LDD and revised Local Plan Policies Map	March/April 2017

(Reg. 26)	
Arrangements for Production	
Management	Overall project management by Cabinet (Local Plan) Committee. Day to day process management by Strategic Planning Team with input from other Council officers and liaison with parish councils.
Resources	<u>Internal</u> : Strategic Planning Team in conjunction with other Council officers. Progress is subject to staff resources and budget provision. <u>External</u> : Liaison with Hampshire County Council, PUSH authorities, parish councils and other bodies as required. Use of specialist consultants as required.
Community and stakeholder involvement	As set out in the Statement of Community Involvement, including regular liaison with parish councils.

Gypsy and Traveller Site Allocations Development Plan Document

3.5 The Council has jointly commissioned two key studies to establish an up to date evidence base on the accommodation needs and site assessments for gypsies and travellers. LPP1 includes a criteria-based policy (CP5) on which to assess current planning applications. The Inspector to LPP2 has advised of the need to include a policy covering gypsy and traveller requirements to establish the target for traveller pitches, pending preparation of a separate DPD to make the necessary site allocations.

3.6 Therefore, following the results of the Traveller Accommodation Needs Assessment, which have been reflected in Proposed Modifications to LPP2, it will necessary to identify sites, in accordance with the requirements of the NPPF and reflecting the development strategies and proposals in Local Plan Parts 1 and 2.

GYPSY AND TRAVELLER DEVELOPMENT PLAN DOCUMENT	
Role and content	To identify sites to be safeguarded and allocated to meet the accommodation needs of the gypsy and traveller community.
Geographical coverage	Winchester District (excluding that part within the South Downs National Park)
Status	Development Plan Document
Chain of Conformity	Local Plan Part 1 – Joint Core Strategy, Local Plan Part 2 – Development Management and Site Allocations and the Hampshire Minerals and Waste Development Framework
Timetable of Key Stages	
Community involvement in development of issues and options	Ongoing
Draft LDD and draft Sustainability Appraisal (SA) for consultation (Reg. 18)	March – April 2017
Consideration of representations and preparation of revised LDD	May - Sept 2017
'Publication' (Pre-Submission) LDD and final SA (Regs. 19 & 20)	Nov 2017
Consideration of representations and preparation of proposed modifications	Dec 2017 – Jan 2018
Submission of LDD and SA to the Secretary of State (Regs. 22 & 23)	Feb 2018
Examination of LDD and SA (Reg. 24)	Commences at Submission (above)
Hearing period	May 2018
Consultation on possible proposed Main Modifications	June 2018
Inspector's Report – final (Reg. 25)	Sept 2018
Adoption and publication of LDD and revised Local Plan Policies Map (Reg. 26)	Oct 2018
Arrangements for Production	
Management	Overall project management by Cabinet (Local Plan) Committee. Day to day process management by Strategic Planning Team with input from other Council officers and liaison with parish councils.
Resources	<u>Internal</u> : Strategic Planning Team in conjunction with other

	Council officers. Progress is subject to staff resources and budget provision. <u>External:</u> Liaison with neighbouring local authorities, Hampshire County Council, parish councils and other bodies as required. Use of specialist consultants as required.
Community and stakeholder involvement	As set out in the Statement of Community Involvement.

Local Plan Review

Winchester District Local Plan 2016-2036

3.7 The Inspector who examined LPP2 required a commitment that the Council commences a review of the Local Plan as a whole by 2018 at the latest and other factors may also influence the timing of the review and will be monitored. The review of the Local Plan will provide the opportunity to pull together the various component parts previously prepared and adopted. It will be necessary to update the evidence base, in particular various technical documents to establish objectively assessed needs for the District up to 2036 or possibly 2041.

3.8 It is currently anticipated that commencement of a Local Plan review will commence in mid 2018, following examination of the Gypsy and Traveller DPD. In the meantime, the Council will work with neighbouring authorities and partners to determine the evidence required and how best to commission the necessary studies.

Winchester District Local Plan 2016-2036 Document Details	
Role and content	The preparation of a development strategy for the Winchester District following revised evidence, together with the allocation of sites required to meet development requirements. Update and review both adopted core and development management policies.
Geographical coverage	Winchester District (excluding that part within the South Downs National Park and any area subject to an adopted

	Neighbourhood Plan)
Status	Development Plan Document
Chain of Conformity	NPPF Hampshire Minerals and Waste Development Framework
Timetable of Key Stages	
Community involvement in development of issues and options	Mid 2018
Draft LDD and draft Sustainability Appraisal (SA) for consultation (Reg. 18)	December 2019
Consideration of representations and preparation of revised LDD	Feb - June 2020
'Publication' (Pre-Submission) LDD and final SA (Regs. 19 & 20)	October 2020
Consideration of representations and preparation of proposed modifications	Dec 2020 - February 2021
Submission of LDD and SA to the Secretary of State (Regs. 22 & 23)	March 2021
Examination of LDD and SA (Reg. 24)	Commences at Submission (above)
Hearing period	June- July 2021
Consultation on proposed Main Modifications	Sept – Oct 2021
Inspector's Report – final (Reg. 25)	November 2021
Adoption and publication of LDD and revised Local Plan Policies Map (Reg. 26)	December 2021
Arrangements for Production	
Management	Overall project management by Cabinet (Local Plan) Committee. Day to day process management by Strategic Planning Team with input from other Council officers and liaison with parish councils.
Resources	<u>Internal</u> : Strategic Planning Team in conjunction with other Council officers. Progress is subject to staff resources and budget provision. <u>External</u> : Liaison with Hampshire County Council, neighbouring authorities, parish councils and other bodies as required. Use of specialist consultants as required.

Community and stakeholder involvement	As set out in the Statement of Community Involvement, including regular liaison with parish councils.
---------------------------------------	---

Neighbourhood Plans

3.9 In the Winchester District there is one fully ‘made’ Neighbourhood Plan, covering Denmead. The parish council was awarded ‘front runner’ monies in 2011 and proceeded to undertake extensive community consultation and evidence gathering in the preparation of its Plan. This was submitted for examination in 2014, subject to a successful referendum in March 2015 and formally ‘made’ by Winchester City Council on 1 April 2015.

3.10 The Denmead Neighbourhood Plan now forms part of the Development Plan for the Plan’s designated area and its policies and proposals will be used to assess and determine planning applications. With a Local Plan review now being scheduled, it will be necessary for Denmead Parish Council to consider how and when to roll forward its neighbourhood plan, or whether it wishes the Neighbourhood Plan area to be incorporated into the Local Plan review discussed above.

4.0 OTHER DEVELOPMENT FRAMEWORK DOCUMENTS

Community Infrastructure Levy

4.1 The Community Infrastructure Levy (CIL) is a mechanism for raising funds from new development for essential infrastructure. It has largely - but not completely - replaced the system of financial contributions and planning obligations (‘Section 106 agreements’). Under the CIL regulations, limitations have been placed on the ability of councils to collect S106 monies to provide for infrastructure beyond the mitigation of specific developments.

4.2 The Council’s Charging Schedule was adopted on 8 January 2014 and brought into effect on 7 April 2014. More information on the CIL is available on the Council’s website [here](#).

4.3 Para 175 of NPPF, states that where practical, Community Infrastructure Levy charges should be worked up and tested alongside the Local Plan. Given that Winchester’s CIL was brought into effect in April 2014, it is considered appropriate to initiate a review to coincide with the review of the Local Plan. This would enable the evidence base and consultation to be shared and for a joint examination, as per the following timescale:

CIL Review	
Timetable of Key Stages	
Evidence gather and on going community consultation – viability testing	Mid 2018
Consultation on preliminary charging schedule	December 2019
Draft charging schedule published	January 2020 – February 2021
Submission of charging schedule for examination	March 2021
Examination hearings	June – July 2021
Modifications	September 2021
Examiners Report	November 2021
Adoption	December 2021
Arrangements for Production	
Management	Overall project management by Cabinet (Local Plan) Committee. Day to day process management by Strategic Planning Team with input from other Council officers and liaison with parish councils.
Resources	<u>Internal</u> : Strategic Planning Team in conjunction with other Council officers. Progress is subject to staff resources and budget provision. <u>External</u> : Use of specialist consultants as required.
Community and stakeholder involvement	As set out in the Statement of Community Involvement.

Statement of Community Involvement (SCI)

4.4 The Council adopted the SCI in July 2007 and it is available on the website [here](#). With the adoption of LPP1 and pending adoption of LPP2, it is considered an appropriate time to review and update this document. Whilst, the principles remain sound, the introduction of new technologies and in particular social media, present additional opportunities to engage with communities and encourage participation in plan making.

4.5 This would also accord with the recommendations of the Informal Scrutiny Group held in 2013. Planning guidance no longer prescribes the nature and content of SCI's, or requires them to be independently examined, although Section 18 of the Planning and Compulsory Purchase Act 2004 specifies the need for one and it remains one of the legal and procedural requirements for plan making.

SCI Review	
Role and content	To set out how WCC will engage with all sectors of the community during the preparation of LDDs, major planning applications and key major projects.
Geographical coverage	Winchester District (excluding the SDNP)
Timetable of Key Stages	
Evidence gathering and ongoing community engagement	March 2017 – August 2017
Draft SCI published for consultation	September 2017
Consideration of representations	October – December 2017
Adoption	January/February 2018
Arrangements for Production	
Management	Overall project management by Cabinet (Local Plan) Committee. Day to day process management by Strategic Planning Team with liaison across WCC.
Resources	<u>Internal</u> : Strategic Planning Team in conjunction with other Council officers. Progress is subject to staff resources and budget provision. <u>External</u> : Use of specialist consultants as required.
Community and stakeholder involvement	As set out in the Statement of Community Involvement.

Supplementary Planning Documents (SPDs)

4.6 Although part of the WDDF, SPDs no longer need to be identified in the Local Development Scheme. The Council's website has a list of [approved SPDs](#).

Strategic Environmental Assessment and Sustainability Appraisal

4.7 Achieving sustainable development is at the heart of the planning system and is sought by the NPPF, with which Development Plan Documents must comply. In preparing Local Development Documents (LDDs), attention will also be given to the expected environmental outcome of proposed plans. All LDDs will be subject to Sustainability Appraisal (SA). A European Union Directive (July 2006) requires that all plans likely to have significant effects on the environment must incorporate a Strategic Environmental Assessment (SEA).

4.8 Whilst the SA/SEA process examines the concept of sustainability through consideration of social, economic and environmental impacts, matters of health and equalities also need to be incorporated into impact assessments for policy formulation. The approved SA/SEA framework therefore includes a specific section on health under the objective “to improve the health and well being of all”. The issue of equalities falls outside this remit, but it is a requirement of the Council under the ‘Equality Standard for Local Government’ to include this element in fulfilling its duties in promoting equality in service provision.

4.9 All relevant SA documents are available on the Council’s website [here](#).

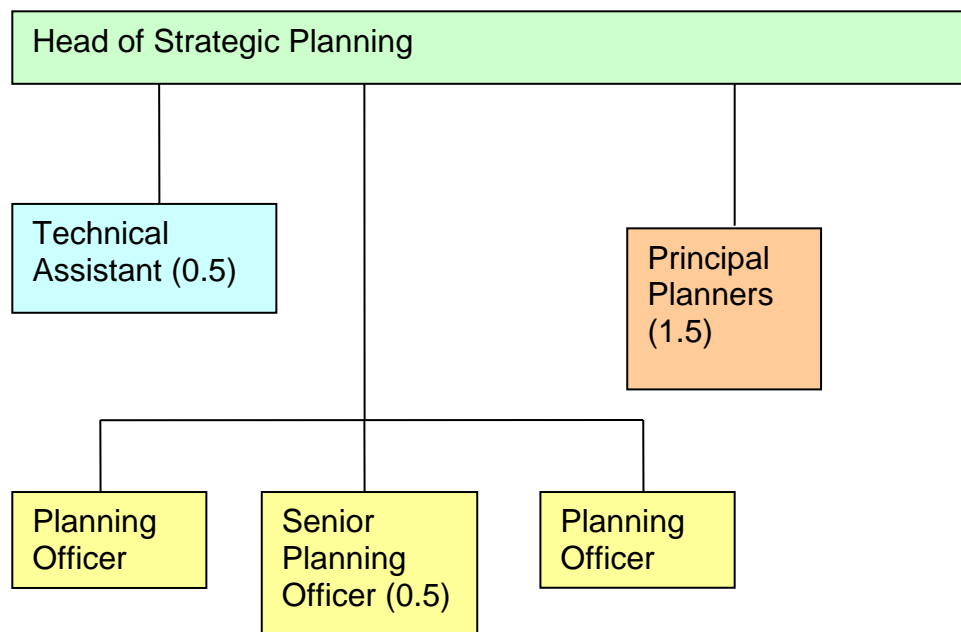
4.10 Local Development Documents must also comply with the requirements of the European Community’s Habitats Regulations on the conservation of natural habitats and of wild fauna and flora (Directive 92/43/EEC, May 1992). The Regulations provide for the designation and protection of 'European sites', the protection of 'European protected species', and the adaptation of planning and other controls for the protection of European sites.

5.0 DELIVERY AND IMPLEMENTATION

Resources

5.1 Preparation of the numerous components of the Local Plan is co-ordinated by officers in the Strategic Planning Team. The team currently consists of 5.5 full-time equivalent (FTE) posts, down from the 7.2 FTEs recorded by the LDS in 2009. The team’s responsibilities cover areas additional to plan making and, in particular, neighbourhood planning, sub-regional planning and the implementation of major development schemes. The current structure of the team is shown below.

Figure 3: Strategic Planning Team



5.2 Work on the Local Plan is a corporate priority and, consequently, it is prepared jointly with other Council services. This specialist knowledge supplements the work of the Strategic Planning team, and is essential given the reduced staffing levels in the team in recent years.

5.3 Given the current financial situation, the Council's budgetary commitments to the Local Plan have been reduced. Whilst current funding levels are sufficient to see the adoption of LPP2, and to progress the Gypsy and Traveller DPD which was originally intended to form part of LPP2, revised funding arrangements may be required to progress a review of the Local Plan as a whole.

5.4 In the short term, a reduced level of resources is likely to be needed and one of the team's Planning Officers has been seconded to another team, but more resources may be required to undertake the Local Plan Review and update of the Community Infrastructure Levy. It is anticipated that an update of the Statement of Community Involvement could be covered within existing resources. A review of the team's level of staffing and resources is planned to enable future needs to be established in more detail and provision to be made, as necessary.

Risk Assessment and Management

5.5 The production of complex documents within the WDDF requires consideration of the potential risks involved in their preparation. These vary from local matters, such as changes in staffing levels or political / administration changes, to those of national or regional significance including publication of revised government guidance. The processes for adopting statutory DPDs also raises potential risks, particularly the requirement for plans to be tested in relation to 'soundness'.

5.6 The matrix in Table 1 below identifies a range of potential risks, their impact and likelihood of occurrence, together with contingency and mitigation measures.

Monitoring and Review

5.7 The Council's Annual Monitoring Report (AMR) will monitor the progress of the LDS on an annual basis, reporting in December each year. The latest version is available to view [here](#).

5.8 The AMR will monitor the delivery of policies when they have been adopted as well as referring to the Council's projects and programme in relation to the Duty to Co-operate. Targets and indicators have been identified for the policies within Local Plan Part 1 and LPP2. The results of monitoring will inform and feed into the Local Plan review process.

Table 1: Winchester District Development Framework - Risk Assessment Matrix


Risk	Likelihood	Impact	Contingency	Mitigation
A team member may leave	High	High	Spread knowledge of the Local Plan and its associated documents throughout the team to minimise impact.	Re-appoint as soon as possible if budget restrictions permit. Alternatively, seek to re-deploy staff via the Council's 1Team approach.
New national legislation	High	Medium	The Government has recently consulted on a number of changes to the planning system, including plan making. Furthermore the Local Plan Expert Group has produced 47 recommendations for Government to consider. It is therefore highly likely that changes will be forthcoming in the next 1-2 years.	Include flexibility in the timescales for preparation of Local Plan and associated documents. Await outcome of the various consultations and any pending changes at National level, where possible, prior to commencement of regulatory stages.
Legal challenge	Medium	High	Post adoption of a Local Plan, there is a six week challenge period. There is potential for newly-adopted plans to be challenged, placing a degree of uncertainty over the status of the policies and proposals.	To reduce risk of challenge, ensure the Local Plan is legally compliant, is based on robust evidence and been subject to extensive consultation. Resist challenges made through the Courts where they are not well-founded.
Problems arising from joint working; compliance with the duty to co-operate.	Low	High	It is not possible for an examining Inspector to 'correct' a failure to meet the Duty to Cooperate, so this could have a serious impact. Close working is needed with other authorities and Council Members to detect issues early in the process	Some flexibility is included in the Local Plan timescales. Continuing discussions with neighbouring authorities. The Council is also represented on project boards / steering groups of major development sites.
Programme slippage	Medium	Medium	Contingency time is built into the LDS programmes, which includes sufficient time to deal with the large number of	Sufficient flexibility is included in the Local Plan timescales. Revise LDS where necessary.


Risk	Likelihood	Impact	Contingency	Mitigation
			representations typically received at consultation stages.	Ensure sufficient resources available to complete future stages.
Local Plan found not to be 'sound'	Low	High	Seek advice from PINS at key stages (e.g. advisory visits) and be prepared to make modifications. Develop and take account of sound evidence.	Develop sound technical evidence base. If necessary, go back to an earlier stage, revise the plan and re-submit.
Failure to secure timely provision of infrastructure	Medium	High	Retain up to date evidence on infrastructure and liaise with infrastructure providers.	Continuing engagement with infrastructure providers and development of the IS and IDP will help ensure timely provision.
Failure to secure agreement of full Council to Local Plan	Medium	Medium	It is important to work closely with all elected Members and to raise awareness of the Local Plan, and associated documents, to secure an up to date development plan that complies with National Guidance.	Build sufficient flexibility into the strategy and timescales.
Inspector's report includes recommendations that the Council finds difficult to accept	Medium	Medium	Although the Inspector's recommendations are no longer binding (except for any modifications proposed by the Council), the Plan may not be 'sound' unless it is modified. The Council will need to consider all recommendations if it wishes to have an up to date development plan in place as required by the NPPF.	Keep Council Members up to date on issues arising and likely recommendations.

APPENDIX 1 WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK - PROGRAMME (October 2016)

PROJECT	2016				2017				2018				2019				2020				2021																							
	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N
Winchester District Local Plan Review	Saved until LPP2 adopted																																											
Local Plan Part 1 - Joint Core Strategy					adopted March 2013 - policies will continue to apply until replaced by adoption of local plan review in 2021																																							
Local Plan Part 2 - Developmant Management and Allocations																																												
Gypsy and Traveller DPD																																												
Local Plan Review																																												
CIL Charging Schedule Review																																												
Statement of Community Involvement update																																												

KEY - DPD

 Winchester District Local Plan Review (adopted 2006)

 Ongoing public & stakeholder engagement and evidence (Reg 18)

Sa Sustainability Appraisal & early public participation

P Pre submission publication & consultation (Reg 19)

S Submission (Reg 22)

PH Pre-Hearing meeting in accordance with Town and Country Planning (Local Planning) (England) Regulations 2012


H Hearing sessions open

IF Inspector's report - fact check

I Inspector's report - final (Reg 25)

A Adoption (Reg 26)

KEY - CIL Charging Schedule

 Ongoing public & stakeholder participation + viability testing

C Consultation on Preliminary Charging Schedule

CR Draft published for representations

SE submit schedule for examination

H Hearing sessions commence

ER Examiners report published

A Adoption

APPENDIX 2

List of Saved/Replacement Policies

The Saved Policies from the Winchester District Local Plan Review (2006) will no longer apply on the adoption of LPP2 to that part of the District that lies outside the South Downs National Park. Saved policies will continue to apply for development management purposes within the South Downs until replaced by policies in the South Downs Local Plan currently being prepared. .

The table below lists all the 'saved' policies and explains which policies replace them or why they are not carried forward in LPP2. List focusses on the development management policies in LPP2 but site allocation policies may also be applicable.

'Saved' WDLPR Policy	Policy Topic	LPP2 Policy/Paragraph or reason for deletion
DP2	Master Plans (major landowners/users)	DM13
DP3	General design criteria	DM15, DM16
DP4	Maintaining or enhancing townscape and landscape	DM14, DM22 + site specific allocations
DP5	On-site amenity open space	DM5, DM16 + site specific allocations
DP10	Pollution-generating development	DM16, DM18
DP11	Un-neighbourly uses	DM16, DM18, DM19
DP12	Pollution-sensitive development	DM18
DP13	Development on contaminated land	DM20
DP14	Public utilities and telecommunications	DM21
CE17	Re-use of non-residential buildings in the countryside	DM31 (for historic buildings)
CE19	Residential caravans/mobile homes (agricultural or forestry workers)	DM10
CE20	Housing for agricultural or forestry workers	DM10
CE21	Removal of occupancy conditions (agricultural or forestry workers)	DM10
CE22	Dwellings for other rural workers not connected with agriculture or forestry	DM10
CE23	Replacement or extension of dwellings in the countryside	DM1, DM2, DM3
CE24	Change of use of existing buildings to residential	DM31 (if listed building / historic interest)
CE25	Change of use of buildings in extensive grounds	partly covered by DM31 for historic buildings
CE26	Staff accommodation in association with large buildings	Not carried forward, partly covered by DM10
CE28	Recreation and tourist facilities in the countryside	DM12
HE1	Preservation of archaeological sites	DM25
HE2	Assessment of archaeological sites	DM25

'Saved' WDLPR Policy	Policy Topic	LPP2 Policy/Paragraph or reason for deletion
HE4	Conservation Areas - setting	DM26
HE5	Conservation Areas - new buildings and extensions	DM26
HE6	Conservation Areas - detail required	DM26
HE7	Conservation Areas - demolition of buildings	DM27
HE8	Conservation Areas - retention of features	DM26, DM32
HE9	Removal or alteration of shopfronts	DM32
HE10	Replacement of shopfronts	DM32
HE11	Advertisements and signage	DM32
HE12	Blinds, canopies and shutters	DM32
HE14	Alterations to Listed Buildings	DM28, DM29
HE17	Change of use of redundant historic agricultural and other rural industrial buildings	DM31
H3	Development within Settlement Policy Boundaries	DM1
H10	Change of use or redevelopment of mobile home/caravan parks	Not carried forward.
SF1	Commercial development in town and village centres	DM6
SF2	Loss of commercial or leisure floorspace in town and village centres	DM6
SF3	Food and drink uses in town and village centres	DM6
SF5	Loss of retail floorspace in primary shopping areas	DM7
RT1	Open areas with important amenity value	DM4
RT2	Loss of important recreational areas	DM4
RT5	Improvements in recreational provision	Site allocation policies
RT11	Equestrian Development	DM11
RT12	Golf-related Development	DM12, DM22
RT13	Noisy Sports	DM12, DM19, DM22
RT16	Leisure or tourism facilities in the countryside	DM12, DM22
RT17	Camping/Caravanning Sites	DM12, DM22
RT18	Short-stay tourist accommodation in countryside	DM12, DM22
T2	Development requiring new or improved access	DM17
T3	Development layout	DM17
T4	Parking standards	DM17
T9	Rail freight interchange facilities	Hampshire Minerals & Waste Plan Policy 19
T12	(i) Safeguarded land - Botley by-pass	SHUA5
	(ii) Safeguarded land - Whiteley Way	Not carried forward
W2	Broadway/Friarsgate	WIN4
W4	Park & Ride facilities	Car parking strategy and site allocations

'Saved' WDLPR Policy	Policy Topic	LPP2 Policy/Paragraph or reason for deletion
W6	New public car parks	Not carried forward, covered by Parking Strategy
W7	Residential parking standards (Winchester)	DM17 / Residential Parking Standards SPD
W10	New footways/footpaths	Not carried forward as unimplemented schemes not sufficiently deliverable
W11	New bridleway	Implemented
S1	Bishop's Waltham Ponds	DM4
S2	Winchester Road/Malt Lane, Bishop's Waltham	Not carried forward as not sufficiently deliverable
S4	Pondside, Bishop's Waltham	Implemented
S7	Hillsons Road Industrial Estate, Curdridge	Not carried forward,
S10	Former Station Yard, Sutton Scotney	Not carried forward
S12	Whiteley Green	SHUA1
S13	'Solent 2' east of Whiteley Way	SHUA2
S14	'Solent 2', west of Whiteley	SHUA3
S15	Little Park Farm, Whiteley	SHUA4