

CABINET

22 September 2014

DRAFT WINCHESTER DISTRICT LOCAL PLAN PART 2: DEVELOPMENT  
MANAGEMENT & SITE ALLOCATIONS – PUBLICATION AND CONSULTATION  
REPORT OF HEAD OF STRATEGIC PLANNING

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RECENT REFERENCES

[CAB2575](#) Station Approach (Development Assessment) – Cabinet 30 April 2014

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

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

EXECUTIVE SUMMARY

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

Throughout 2013, Council officers have worked with Parish Councils, communities and other organisations to determine the specific development needs of the larger settlements, as established by the relevant policies of Local Plan Part 1 (LPP1). The focus was on those settlements that have a housing target to be met under LPP1 Policies WT1 and MTRA2. This work included a series of workshops with Town/Parish councils to determine the spatial development strategy for the ‘MTRA2’ settlements. Proposed site allocations have been agreed with the relevant Town/Parish Councils in all these settlements, except Denmead which is producing its own Neighbourhood Plan. Evidence studies and consultation have also been undertaken in Winchester to identify the land use requirements for Winchester Town.

As well as setting out location-specific policies and site allocations, the draft Local Plan has reviewed the ‘development management’ policies contained within the 2006 Winchester District Local Plan Review and recommends a series of updated

development management policies. These are contained in Chapter 6 of the Plan and cover a range of matters. The policies of the Local Plan Part 1 will continue to apply, so the LPP2 policies are not comprehensive and need to be read in conjunction with LPP1.

A range of background documents and evidence studies have been produced or will be published along with the Local Plan and authority is sought to publish these as necessary. Two key documents for which approval is sought are the draft High Quality Places Supplementary Planning Document, which sets out design guidance, and the updated Open Space Strategy, which provides important detail to support the Local Plan.

The report sets out the proposed consultation dates and broad arrangements, along with the future programme for key stages of the Local Plan. Most of its recommendations can be resolved by Cabinet, but the publication of the Local Plan Part 2 itself is a recommendation to the special Council meeting on 2 October 2014.

## RECOMMENDATIONS

### TO CABINET AND COUNCIL:

- 1 That the publication for consultation of the Draft Winchester District Local Plan Part 2 – Development Management and Site Allocations (attached at Appendix 1) be authorised.
- 2 That authority be delegated to the Head of Strategic Planning, in consultation with the Portfolio Holder for the Built Environment, to make any minor editing changes to the draft prior to publication.

### TO CABINET:

- 3 That delegated authority be given to the Head of Strategic Planning, in consultation with the Portfolio Holder for the Built Environment, to make arrangements to publish the Plan and organise consultation on it, including associated events and publicity, as referred to in this report and required by the relevant Development Plan Regulations.
- 4 That the Draft High Quality Places Supplementary Planning Document (attached at Appendix 2) be agreed and published for public consultation alongside the Local Plan.
- 5 That the Open Space Strategy (attached at Appendix 3) be agreed and that delegated authority be given to the Head of Strategic Planning, in consultation with the Portfolio Holder for the Built Environment, to edit and complete the document and publish it as a background document to the Local Plan.

- 6 That delegated authority be given to the Head of Strategic Planning, in consultation with the Portfolio Holder for the Built Environment, to complete Appendix E of the draft Local Plan and the background documents referred to in section 4 of this report, and to publish these alongside the draft Local Plan.
- 7 That delegated authority be given to the Assistant Director (Environment) to progress an 'Article 4 Direction' to remove permitted development rights that allow a change of use from a dwelling house to a house in multiple occupation for up to six residents in the Stanmore area, in consultation with the Portfolio Holder for the Built Environment and Ward Members regarding the details and boundaries.

## CABINET

22 SEPTEMBER 2014

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

#### DETAIL

#### 1. Introduction

- 1.1 This report seeks approval for the draft Local Plan Part 2 – Development Management and Allocations (LPP2) to be published for a 6-week public consultation period. It is also proposed that a draft High Quality Places Supplementary Planning Document be published for consultation alongside the Local Plan and that an updated Open Space Strategy be agreed as part of the evidence base.
- 1.2 The LPP2 is required to be in compliance with both the National Planning Policy Framework and the Local Plan Part 1 – Joint Core Strategy (adopted March 2013). Its purpose is to set out detailed development management policies and to allocate non-strategic development sites for a range of uses. LPP2 will cover that part of the District outside the South Downs National Park, where the National Park Authority is producing its own Local Plan. LPP2 will cover Denmead, although the Denmead Neighbourhood Plan will include site allocations and some other policies.
- 1.3 The programme for the production of LPP2 is included in the ‘Local Development Scheme’, which was last updated and published in January 2014. The published Local Development Scheme anticipated publication of the draft Local Plan in July 2014, but that programme could not be maintained due to the need to complete various evidence studies, continue work with local communities, and avoid consultation during the Summer holiday period. This change was widely notified to Members and stakeholders through the Local Plan E-Bulletin and an updated Local Development Scheme will be brought to Cabinet in due course.

#### 2. The Local Plan Process

- 2.1 Report CAB2530(LDF) to Cabinet (Local Plan) Committee on 27 November 2013 set out the details of the extensive work that had been undertaken with local communities, particularly in relation to identifying sites to meet the development requirements for the larger villages. Extensive discussion and debate took place with the Town/Parish Councils and/or their steering groups on potential sites, taking account of housing requirements and technical assessments on open space, landscape sensitivity, transport accessibility and other background reports and assessments, as well as the results of local community consultation on site preferences.

2.2 In the Winchester Town area, LPP2 needs to ensure that sufficient land is identified to meet the sustainable economic growth of the town and meet any future retail needs, as well as to meet housing requirements. Several evidence studies have recently been completed, including an updated Station Approach Development Assessment, the Parking Strategy, an updated Retail Study and the Stanmore Planning Framework. These and other studies identify the opportunities to meet the future land-use requirements over the next 20 years and, with regard to housing development, show that no further greenfield allocations (beyond those already committed, particularly Barton Farm) are needed. Accordingly it was not necessary to follow the same process as for the rural settlements, but a workshop was held with the Town Forum followed by a series of public meetings and exhibitions about the development needs of Winchester and the options for meeting them.

2.3 The revised programme for production of the Local Plan envisages the first consultation draft of the whole LPP2 being published in October 2014. In order to achieve this, the draft Plan was subject to a Training/Briefing session for all Members on 9 September and is being presented to Cabinet (with Cabinet (Local Plan) Committee Members invited to attend) and full Council (2 October). The Plan would then be published and consultation arrangements finalised, with the aim of commencing a 6-week period of consultation on 24 October, running until 5 December 2014.

2.4 Following the completion of this consultation process, the next key stages on the draft Plan would be:

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

2.5 In Denmead, a Neighbourhood Plan is being produced which makes the site allocations necessary to meet housing and other needs. A draft Neighbourhood Plan was subject to public consultation in March 2014 and has now been submitted to the City Council. The City Council is required to carry out the next 6-week stage of consultation on the Neighbourhood Plan and then submit it for examination by an independent examiner. The Neighbourhood Plan will be published later in September, in advance of the Local Plan Part 2 (exact date to be agreed with the Parish Council), and will be subject to a separate consultation exercise and period. There will be some overlap between the end of the Neighbourhood Plan consultation period and the start of consultation on LPP2, and it will be necessary to keep the processes (and comments relating to them) separate. Following the close of the consultation, the examiner will consider the Plan and all the comments on it and produce a report on whether it should proceed to a referendum. If so, the City Council

would need to organise the referendum and, if the majority of those taking part support the Plan, it would be adopted.

- 2.6 The LPP2 would cover the area which is subject to the Denmead Neighbourhood Plan, as it will provide development management policies for that area in addition to the site allocations in the Neighbourhood Plan. LPP2 will not, however, include land within the South Downs National Park as the National Park Authority is the planning authority for that area. It is producing its own Local Plan which will cover the whole National Park and replace all current plans in that area (including the relevant parts of LPP1 and the 2006 Local Plan Review in Winchester's area).
  - 2.7 The current stage of the Local Plan preparation process is governed by Regulation 18 of the Development Plan Regulations. This requires, amongst other things, the publication of the Plan for a period of 6 weeks, which is planned to start on 24 October and run until 5 December 2014. This will be the main public consultation event on the Plan. There will be future consultation on the 'soundness' of the Plan, but the current stage is the main opportunity to seek views on the Plan's content and to change it if necessary. It is, therefore, important that the Plan is widely publicised and many contacts have been developed in preparing the Plan to help with this. At the same time, consultation is resource-intensive and will be concentrated in a limited period, so expectations need to be realistic.
  - 2.8 It is proposed that discussions be held with the larger rural settlements about the nature of the consultation for each settlement, with the aim of holding joint events covering several villages where possible. In Winchester it is proposed that there would be a single event for the Town, given the extent of previous events and the limited number of proposals. It is also proposed that there should be a briefing event for Parish Councils, City and County Councillors and amenity groups, which would enable all other areas and interests to be involved. It is recommended that the Head of Strategic Planning be given delegated authority to organise the consultation events, in consultation with the Portfolio Holder for the Built Environment.
3. Content of Local Plan Part 2
    - 3.1 The proposed content of the Local Plan is attached at Appendix 1 of this report, including a series of appendices and the draft Policies Map. There are a large number of evidence studies and reports which have informed the development of the Plan, or which document this, which are available on the LPP2 part of the website: <http://www.winchester.gov.uk/planning-policy/local-plan-part-2/development-needs-and-site-allocations/> (see also Appendix C of the draft Local Plan).
    - 3.2 In addition, approval is sought for the publication of two key documents in conjunction with the Plan: the draft High Quality Places Supplementary Planning Document which amplifies the design guidance in the draft Plan; and the updated Open Space Strategy which gives details of the open spaces

which are proposed to be protected. Section 4 below deals with these in more detail.

- 3.3 The Plan is a substantial document, but the following sections provide a brief summary of each Chapter and seek to highlight the issues that are likely to be of most interest to Members. However, this is only a summary and Members should check the Plan document for details, particularly as to how it affects their areas of interest.
- 3.4 **Chapter 1 – Introduction.** This sets the context for the Plan and summarises the consultation process. It notes that the ‘Development Plan’ comprises LPP1, the Hampshire Minerals and Waste Local Plan, and the saved policies of the 2006 Local Plan Review. LPP2 will in due course replace the latter, but it is highlighted that all the policies applying at the time of planning decisions should be taken into account. The Local Plan programme is summarised at the end of the Chapter.
- 3.5 **Chapter 2 – Meeting Development Needs.** This Chapter is primarily concerned with explaining the process of working with local communities to determine development needs and assess potential development sites. The site assessment process and criteria are set out, along with the approach taken to reviewing settlement boundaries (separate background papers have been produced explaining these matters in more detail). Any changes to settlement boundaries are shown on the proposed Policies Map, along with the areas which various policies would apply when adopted.
- 3.6 **Chapter 3 – Winchester Town.** This Chapter sets out the proposed development strategy for Winchester, based on the Vision for Winchester and the spatial strategy in Local Plan Part 1. It needs to be read in conjunction with LPP1, which contains the spatial strategy for Winchester and the strategic allocations of Barton Farm and Bushfield Camp. It refers to but does not repeat the content of LPP1, so does not aim to be a comprehensive ‘plan’ for Winchester. Its policies deal mainly with adding detail to the policies for Winchester in LPP1, or setting out site-specific policies and allocations.
- 3.7 The initial parts of the Chapter consider the various development needs in Winchester and conclude that there is no need to allocate additional greenfield sites, beyond those already permitted at Barton Farm and Pitt Manor. Policies WIN1 and WIN2 then incorporate the aims of the Town Forum’s Vision for Winchester into planning policy by establishing a series of principles for development in Winchester generally (WIN1) and in the town centre (WIN2) based on the Vision’s themes. Policy WIN3 is a new policy which would replace existing general policies regarding views in Winchester with a more detailed policy identifying the key historic features (mostly buildings) of/from which views should be protected. These features are shown on the Policies Map, but it is not the intention to identify individual views.

3.8 There are then a series of more specific site allocation or area strategy policies:

- Silver Hill (WIN4) – this allocates the Silver Hill area for mixed-use redevelopment and is based on ‘saved’ policy W2 of the 2006 Local Plan. WIN4 covers most of the matters in the saved policy, using wording more consistent with other site allocation policies. Although the specific requirement for a bus station is not included in the form set out in the 2006 Plan and Planning Brief, policy WIN4 requires the redevelopment proposals to accommodate buses, giving some flexibility as to the detail of how this should be achieved;
- Station Approach (WIN5-WIN7) – the updated and expanded Station Approach Development Assessment has been produced, following the appointment of consultants to carry out further work on various matters that were raised through public consultation. The updated Development Assessment can be viewed on the [LPP2 Winchester Town](#) web site. Policy WIN5 sets out a series of development principles for the Station Approach area as a whole, based on the updated Development Assessment. This is followed by more detailed site allocation policies for the Carfax site (WIN6) and the Cattlemarket (WIN7). These policies also reflect the provisions of the updated Station Approach Development Assessment, and consultation on the Local Plan will provide the opportunity for comments to be made on these provisions;
- Stanmore and Abbots Barton (WIN8-WIN9) – policies WIN8 and WIN9 seek to incorporate the key elements of the Planning Frameworks for Stanmore and Abbots Barton into planning policy. The policies and accompanying text highlight the key aims of the relevant Frameworks and promote the development of sites included within the Council’s Housing Delivery Programme, with longer-term sites being referred to in the explanatory text;
- Houses in Multiple Occupation (WIN10) – policy WIN10 provides the basis to designate Article 4 Directions to bring small houses in multiple occupation (HMOs i.e. those with between three and six residents) within planning control and, where this is done, to limit the proportion of HMOs in those areas. HMO’s with more than six residents already require planning permission so would not be included in the proposed Article 4 Directions. The aim is that this would apply initially to Stanmore, but the policy allows for other areas to be designated. The explanatory text sets out the justification for the policy and the proportions set out in WIN10 take account of existing HMO levels in Stanmore and would give only limited potential for additional HMOs. In order for the policy to have effect there is a need to designate an ‘Article 4 Direction’, which would bring the development of all small HMOs within a defined area under the planning control of the Council, rather than such changes being made as permitted development as is currently the case. In order to avoid the potential requirement to compensate applicants whose planning applications are refused or have conditions imposed on them resulting from the removal of permitted development rights by the introduction of an Article 4 Direction, the Council



needs to give at least 12 months' notice before bringing the Direction into force. It is intended that this notice period runs alongside the Local Plan adoption process, so that by the time the Local Plan policy is adopted, an Article 4 Direction should be ready to be brought into effect. Delegated authority is requested for this to be progressed by the Assistant Director (Environment) for the Stanmore area, with the details and precise boundaries to be subject to consultation with the Portfolio Holder for the Built Environment and Ward Members.

- 3.9 **Chapter 4 – Market Towns and Rural Area.** This Chapter deals primarily with the site allocations needed to meet the housing targets set in LPP1 (policy MTRA2) for the larger rural settlements. Each of the 8 MTRA2 settlements has a separate section, with the section on Denmead relating mainly to its Neighbourhood Plan. These set out the site allocations for each settlement and include a summary map showing these. It is proposed that a total of 17 housing sites (accommodating about 1635 dwellings), 3 employment / mixed use allocations and 1 traveller site need to be allocated (excluding Denmead which has its emerging Neighbourhood Plan).
- 3.10 The need to propose the allocation of greenfield sites of varying scales in each of the MTRA2 settlements has inevitably led to some local controversy, either from the promoters of unsuccessful competitor sites, local residents, or both. Nevertheless, the extensive community involvement since early 2013 has raised local understanding about the task that the Local Plan has to undertake and the importance of taking forward allocations through a Plan-led process. In all cases, the Town/Parish Councils or local community groups appointed by them to work on LPP2 have worked with officers to agree the proposed site allocations, which are as follows:
- **Bishops Waltham** – 4 housing sites are proposed (380 dwellings total) along the southern edge of the settlement and an employment site to the west. Most of the northern side of Bishops Waltham is in the South Downs National Park. There was general public support for the proposals although a previous suggestion for a traveller site has been dropped (see paragraph 3.14 below);
  - **Colden Common** – 1 housing site is proposed (165 dwellings) to the east of the settlement and a traveller site to the south, both off the Main Road. A further small site to the north of the village was originally proposed but, following public consultation, it is no longer promoted. This site was less well supported in public consultation and further consideration shows that development requirements can be met on a single large site. This comprises land that is already mostly developed with a former nursery and caravan storage;
  - **Kings Worthy** – 1 housing site is proposed (50 dwellings) to the south of the settlement. Kings Worthy has a high level of existing permissions and SHLAA sites compared to most other villages and is the only MTRA2 settlement where the windfall assessment concludes that allowance should be made for windfall sites. Three potential site allocations were subject to

consultation and the proposed site was well supported. The level of housing has been increased since the consultation so as to overcome concerns about open space provision and protection of the gap by ensuring that substantial land within the Kings Worthy / Abbots Worthy settlement gap will be provided as open space;

- **New Alresford** – 2 housing sites are proposed (385 dwellings total), one on the edge of the centre (for about 65 dwellings through the relocation/redevelopment of an employment area for mixed uses) and a large housing, open space and employment allocation (about 320 dwellings, 5 hectares of employment and 15 hectares of open space) to the east of the settlement. A policy is also included to safeguard the existing town centre car parks from development, as these sites are leased and there is concern about their loss given their importance to Alresford's centre. The large 'Sun Lane' site has proved very controversial and a previous proposal for it to include a traveller site has been dropped (see paragraph 3.14 below). Nevertheless, the proposed strategy is considered to be the best way to provide for development needs, given the sites available, although a group has been formed by local residents to develop an alternative option;
- **Swanmore** – 3 housing sites are proposed (215 dwellings total) to the south of the settlement, including one open space allocation with a small amount of housing. One allocation includes the relocation of Swanmore College playing fields which has now been granted planning permission (but is included as it is not yet developed). The other main housing proposal would retain and provide extensive open space areas, including the retention of designated Sites of Importance for Nature Conservation (SINCs). The strategy proposed was generally supported through the public consultation;
- **Waltham Chase** – 3 housing sites are proposed (175 dwellings total) on various sides of the settlement, along with a mixed use site within the settlement boundary to the south (60 dwellings). The mixed use site includes a proposed extension of the adjoining school playing fields. The strategy reflects previous public views on development, although there was a limited response to a consultation on the proposed sites;
- **Wickham** – 2 housing sites are proposed (205 dwellings total) to the north and east sides of the settlement, with the provision of substantial areas of open space proposed in conjunction with each site. A specific drainage policy is included due to previous flooding issues. There was public support for the strategy despite objections to one of the proposed sites in particular;
- **Denmead** – Denmead Parish Council is producing a Neighbourhood Plan which proposes 4 housing sites (130 dwellings total) to the north of the village, along with a care home, lorry park, improvements to sport and leisure facilities and a burial ground. Most of the housing is on 2 adjoining sites totalling 110 dwellings and a fifth proposed housing site has been dropped following public consultation on the draft Neighbourhood Plan in March/April 2014. The 'Submission' version of the Neighbourhood Plan has

recently been sent to the City Council, which will need to publish it for comments and submit it for examination. The Denmead section of LPP2 reflects this situation and makes clear that allocations are being made through the Neighbourhood Plan and comments on these should relate to that Plan, not LPP2.

- 3.11 Chapter 4 also contains a section on the smaller villages and rural area, confirming that no site allocations or settlement boundary changes are needed in the smaller settlements (those subject to LPP1 policy MTRA3). It also covers previous proposals for Botley Bypass and some long distance footpaths, which are not carried forward as formal land reservations.
- 3.12 **Chapter 5 – South Hampshire Urban Areas.** Most of the development proposed in this spatial area is already allocated through LPP1 (strategic allocations at West of Waterlooville and North Whiteley), so no further policies on these areas are included. Several ‘saved’ policies from the 2006 Local Plan Review have been reviewed and it is proposed that two are carried forward. The earlier Whiteley Green housing allocation is proposed to be carried forward. Currently this site is in temporary use as a school but this will be provided within the North Whiteley development in due course, enabling the site to be developed for housing. The second site is the Little Park Farm employment allocation, which is carried forward in order to maintain consistency with the Fareham Local Plan, which allocates the rest of the site that falls within Fareham Borough.
- 3.13 **Chapter 6 – Development Management.** This Chapter contains various policies which it is recommended should provide the future basis for determining planning applications. It is important to note that these are not the only policies that may apply as the LPP1 also contains various development management policies, hence the highlighted box which stresses the need to take account of all relevant policies.
- 3.14 The policies are grouped by the 3 Community Strategy themes, in the same way as LPP1, as follows:
- **Active Communities** – various key policies are already contained in LPP1 (e.g. the proportion of affordable housing required, open space standards, criteria for travellers’ sites, etc), but there is also a need to cover other development management issues or to provide more detailed guidance on some matters covered in LPP1. For example, policy DM2 covers dwelling sizes in more detail than policy CP2 in LPP1. Policy DM4 sets a target for traveller pitches but work by consultants to assess potential sites is currently on-going so further site allocations will need to be determined once the consultants report has been received. This will be too late to include proposed sites in the draft LPP2, so it is proposed that there should be a separate site consultation exercise on potential traveller sites (which it should be possible to run at the same time as the consultation on LPP2). Policies DM5 and DM6 carry forward the protection of important open spaces and provide more detail of requirements for open space provision on development sites.

- **Prosperous Economy** – Local Plan Part 1 contains three policies under this heading, on employment development, loss of employment sites and transport. There is a need to cover some matters in more detail in order to replace current ‘saved’ policies, so the draft LPP2 therefore contains a number of policies under the prosperous economy heading. There are a series of town centre policies (DM7-DM9), largely replacing policies of the 2006 Local Plan, having regard to current Government advice and the updated Retail Study. There is then a series of policies on various types of development related to the rural economy (DM10-DM13), covering replacement dwellings, agricultural workers’ housing, equestrian development, and leisure/recreation development. These again largely replace policies in the 2006 Local Plan, while combining some matters to reduce the number of policies and cover some issues in more detail where necessary.
- **High Quality Environment** – the LPP1 policies on this theme tend to cover broad aspects of the environment, such as biodiversity, flooding, the National Park, etc. There is also a need for more detailed development management policies to provide guidance and requirements regarding matters such as design, landscape and heritage. Design and access issues are dealt with by policies DM14-DM18, covering masterplans for large landholdings, local distinctiveness, site design criteria, development principles, and access/parking. The text accompanying policy DM16 (site design criteria) refers to the High Quality Places guidance, which it is recommended be produced as a Supplementary Planning Document. This is discussed below (and attached at Appendix 2) and it is recommended that it be approved for publication and consultation alongside the draft LPP2. There are then a series of environmental protection policies covering pollution, noise, contaminated land and utilities (DM19-DM22), carrying forward similar policies from the 2006 Local Plan Review. There are two proposed policies on landscape and trees (DM23-DM24), followed by a series of policies on heritage (DM25-DM34). The heritage policies aim to replace the series of historic environment policies in the 2006 Local Plan and generally cover similar matters. However, policy DM31 provides the basis for the development of a ‘local list’ of heritage assets and sets out the criteria proposed for assessing potential additions to such a list.

3.15 **Chapter 7 – Implementation and Monitoring.** This brief Chapter covers matters such as developer contributions, including CIL, and contributions towards the Solent Disturbance Mitigation Project. It will be accompanied by a Monitoring Framework which will set out monitoring targets and indicators for each of the Plan’s policies. It is proposed that this will be an appendix to the draft Local Plan, but it is still being developed. A sample of its content is attached at Appendix 3 and it is recommended that delegated authority be given to the Head of Strategic Planning, in consultation with the Portfolio Holder for the Built Environment, to complete this and include it within the published draft LPP2.

3.16 **Maps and Appendices.** The Local Plan contains a number of summary maps showing its proposals for the larger villages, for example. However, it must also be accompanied by a 'Policies Map' which shows at a larger scale and on an Ordnance Survey map base where the proposed policies apply and any changes to the current Policies Map that accompanies the 2006 Local Plan and LPP1. The Policies Map consists of an overall District map with various 'inset maps' showing more detail for those settlements with settlement boundaries

3.17 A series of appendices are proposed to accompany the draft Local Plan Part 2, as follows:

- Appendix A – Glossary
- Appendix B – List of Saved/Replacement Policies
- Appendix C – List of Other Plans and Policies
- Appendix D – Criteria for Local Listing of Heritage Assets
- Appendix E – Monitoring Framework

3.18 The appendices are included in the draft Plan, but Appendix E (Monitoring Framework) is incomplete. This will set out monitoring targets and indicators for each of the Plan's policies and currently only a sample for Chapters 4 and 5 is included, with delegated authority requested to complete for inclusion within the published draft LPP2.

#### 4. Supporting Documents and Evidence Base

4.1 The Local Plan evidence base is already extensive and continues to be expanded and refined as more information and research becomes available. The [LPP2 pages](#) of the Council's website contain sections on each of the larger settlements which include the various studies, assessments and reports that have used to determine development requirements and proposed site allocations for each settlement. These also include details of the various consultation exercises undertaken and their results, which vary for each settlement. Typically the pages feature the following evidence for each of the MTRA2 settlements:

- Housing needs (including net requirements)
- Employment needs
- Open Space
- Historic Environment
- Transport Accessibility
- Landscape Sensitivity
- Windfall Trends and Potential
- Social Infrastructure
- Sustainability Appraisal
- Consultation material and 'write ups'

- 4.2 Studies have also been produced in relation to Winchester Town under some of these headings, but not all, as new greenfield site allocations are not proposed in Winchester. The updated Station Approach Development Assessment is available on the Winchester Town page of the [LPP2 web site](#).
- 4.3 The draft Local Plan Part 2 has been subject to a Sustainability Appraisal, produced by consultants, and a Habitat Regulations Assessment. These are necessary to ensure that the Plan assesses all reasonable alternatives and their impacts, and avoids or mitigates harm to sites of international nature conservation interest, as required by legislation.
- 4.4 Several background documents have been produced and are available on the [Local Plan Part 2](#) area of the web site, including a 'Housing Site Assessment Methodology' document and the 'Settlement Boundary Review' which explain and amplify the processes by which site allocations were selected and settlement boundaries have been reviewed. In addition, a Public Consultation Statement has been produced (setting out the consultation undertaken to date), as well as duty to Cooperate Statement (setting out how the Duty to Cooperate has been satisfied). It is intended that the Strategic Housing Land Availability Assessment (SHLAA) will be updated to include information on all sites taken into account in assessing potential site allocations.
- 4.5 **'High Quality Places' Supplementary Planning Document.** A 'High Quality Places' Supplementary Planning Document (SPD) is proposed to provide further information and guidance on design matters to supplement LPP2 policy DM16 and other policies (attached at Appendix 2). The National Planning Policy Framework recognises that good design is a key aspect of sustainable development and should contribute positively to making places better for people. It expects planning authorities to seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings and to support the transition to a low carbon future, encouraging the reuse of existing resources and use of renewables. The SPD provides a framework for these aims to be achieved in a manner which supports local distinctiveness.
- 4.6 The High Quality Places SPD also helps the Council achieve several of the spatial planning goals set out in Local Plan Part 1 (para 2.17), particularly that of ensuring high quality design which takes account of character, local distinctiveness and sustainable design principles. It encourages creative design, where this makes a positive contribution to the public realm, and the use of local building materials and more sustainable approaches to construction. It also seeks to maximise opportunities for walking and cycling, through the requirements for permeability and connectivity based on well integrated and designed footpaths and cycle routes. The SPD will also support the economy by helping to maintain and enhance the attractiveness of the District for businesses and visitors.
- 4.7 The High Quality Places SPD demonstrates the Council's commitment to the standards set out in the Partnership for Urban South Hampshire's (PUSH's)

Quality Places Charter, to which the City Council is a signatory. It is intended to be used by developers, architects, designers, house builders, planners, landscape architects and engineers to assist in the development process. It has been produced by the Development Management Team, in consultation with officers from the Strategic Planning, Highways, Landscape and Historic Environment Teams. The SPD will make the Council's design requirements more clear and transparent, leading to a more efficient and effective process for determining planning applications and improving its service to customers.

4.9 The SPD covers the following key areas:

- Context: the importance of a proper understanding of the context in forming the basis for good design. Guidance on conducting a contextual survey and analysis and how this can inform successful design solutions.
- General principles of urban design: the key urban design principles needed to underpin the design process, such as responding to local character, mixing uses and providing for permeability.
- Layout: the arrangement of buildings and creation of spaces, covering issues such as the shapes of streets, the principles of perimeter blocks, rural housing layouts, creation of successful frontages, and amenity of neighbours.
- High quality spaces: issues such as public open spaces, trees, biodiversity, and how to successfully integrate parking.
- High quality buildings: massing, scale, proportions, corner buildings, fenestration, entrances and the design of roofs.
- Materials and detailing: the importance of sustainable building materials, considerations associated with building materials which are particularly significant in the Winchester District, and associated detailing issues.
- Extensions: design principles pertaining to a range of different types of extensions to residential and non-residential buildings.

4.10 The document has been designed to be attractive, engaging and accessible through the use of numerous photographs from Winchester, and further afield, to convey the design principles set out in the document. The SPD also incorporates examples of contextual analysis graphics as well as drawings illustrating some of the concepts covered in the text. It is recommended that the draft High Quality Places SPD be approved for consultation and that this takes place alongside consultation on the LPP2.

4.11 **Open Space Strategy.** The Open Space Strategy has been brought to Cabinet annually in the past, along with updated rates for open space developer contributions. Open space contributions are not now sought in that part of the District subject to CIL (outside the National Park) and the National Park Authority will be responsible for setting or updating rates in its area. However, it is still important that the Open Space Strategy is updated in the LPP2 area, as it assesses whether open space provision is adequate in terms of the open space standards set in LPP1, and sets out details of the open spaces which are protected by proposed policy DM5 and what is important about them.

- 4.12 The Open Space Strategy has been updated and is attached at Appendix 3. It lists important open areas in and around the towns and villages of the LPP2 area (the South Downs National Park area is not included). It is intended that maps of these areas will be included in the document and delegated authority is sought to produce and include these, and to make other editing changes as necessary, in consultation with the Portfolio Holder for the Built Environment. The purpose of the Strategy and the accompanying policies in the Local Plan is to protect these sites, which can be subject to development pressure. The Strategy also identifies specific needs and shortfalls of open space and indicates what further provision may be required in each area. This ensures that the City Council remains compliant with the advice contained in the NPPF:

*73. Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sport and recreational provision is required.*

*74. Existing open space, sports and recreational buildings and land, including playing fields should not be built on unless:*

- *An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- *The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- *The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.*

- 4.13 Previously the Open Space Strategy dealt only with children's play space, sports grounds and informal green space, as these were the typologies set out in the 2006 Local Plan Review's open space standard and Policy RT4. The Local Plan Part 1 updated the open space standards (Policy CP7) which now cover the following categories:

- Allotments
- Equipped children's and young people's space
- Informal Green Space
- Natural Green Space
- Parks, Recreation Grounds, and
- Sports Grounds



4.14 Other important open areas may not be publically accessible, like school or college playing fields. These have therefore been mapped but not added to the quantum of publically accessible open space. Also included in the updated Strategy are open areas with a significant 'amenity' value. Most of these areas were previously identified under Policy RT1 in the 2006 Local Plan Review, but have been reviewed and added to as necessary. These areas may not necessarily be useable as recreational open spaces but contribute substantially to the appearance and local distinctiveness of the surrounding area and help define the character of the District's towns and villages. Some may also be important for their biodiversity or heritage value. The Strategy indicates in each case why the open area is protected, with many areas warranting protection for a number of reasons.

4.15 The Strategy expands upon policy CP7 of LPP1 and its 'Open Space Standard' and sets out what and where the shortfalls (or surpluses) of open space in particular settlements or parishes are. This will inform discussion with applicants of what on-site open space provision is 'possible', 'appropriate' and 'viable', starting from the principle that provision should always be on-site where practical and viable. The quantum and type of open space required will vary with the size and type of the housing development and the open space needs in that location. For example, it is unlikely that Sports Grounds or Parks & Recreation Grounds would be provided on all but the largest sites, and on sites of less than 15 dwellings it is often not feasible or appropriate to provide any useable recreational open space. However, in these instances, and on all other forms of development, the provision of sufficient on-site 'amenity' open space and landscaping will be expected.

## 5. Conclusion and Next Steps

5.1 The draft Local Plan Part 2 has been produced over the last 20 months or so in conjunction with the development of a considerable evidence base and extensive public involvement. The Plan has been subject to Sustainability Appraisal and various background documents and reports will be published in conjunction with the Plan, including the Sustainability Appraisal, Habitat Regulations Assessment, Consultation Statement, Duty to Cooperate Statement, etc.

5.2 The Plan attached at Appendix 1 is the first draft of the full Local Plan and it is being presented to seek authority to start the process of formal public consultation on it. The Plan will not become the Council's proposed planning policy until this consultation has taken place, comments have been considered, and the 'publication' or 'pre-submission' version of the Plan is published (proposed for June 2015). It is at this stage that the Plan starts to carry more weight in decisions on planning applications, and particularly after it has been submitted for independent examination (November 2015).

5.3 In the meantime, the Council has strong and up-to-date policies in Local Plan Part 1, as well as the 'saved' policies of the 2006 Local Plan, and can demonstrate that it has a 5-year supply of housing land. This strong position has been reinforced by the comprehensive rejection of the Zurich Assurance

legal challenge to LPP1 by the High Court, and a recent appeal decision regarding land availability. Nevertheless, it is important that the Local Plan Part 2 is progressed as quickly as possible, given the development pressures in the District and the need to show how the housing and other development requirements set by LPP1 will be delivered.

- 5.4 It is, therefore, recommended that authority be given for the Plan to be published, along with the various other documents referred to in this report. Suggestions regarding the consultation are set out in paragraph 2.9 above and authority is sought to organise these in consultation with the Portfolio Holder for the Built Environment. Following the consultation a report would be brought back to the Cabinet (Local Plan) Committee summarising the comments received and recommendations as to how the Plan should be changed.

## OTHER CONSIDERATIONS

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

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

### 7. RESOURCE IMPLICATIONS

- 7.1 The key resources for undertaking work on LPP2 have been approved as part of the budget process, consisting primarily of an annual sum of £53,700 and an earmarked reserve which stood at £172,759 at 1 April 2014. This budget and earmarked reserve are used for ongoing consultancy requirements, ensuring resources are available to deal with major expenditure at key stages, e.g. examination. This funding is expected to be adequate for the foreseeable future, subject to progress with LPP2, any changes in government requirements and the need to review plans.

### 8. BACKGROUND DOCUMENTS

- 8.1 None.

### 9. APPENDICES

*Appendices 2 and 3 are attached for Cabinet and Cabinet (Local Plan) Committee Members only, together with Group Leaders. The appendices are all available via the Council's website and a copy has been placed in the Members' Library.*

Appendix 1 – Recommended Draft Winchester District Local Plan Part 2 – Development Management and Site Allocations

Appendix 2 – Recommended Draft High Quality Places Supplementary Planning Document

Appendix 3 – Recommended Open Space Strategy Update 2014

**Appendix 1****Recommended Draft Winchester District Local Plan Part 2****– Development Management and Site Allocations**

The draft Local Plan Part 2 and accompanying Policies Map can be viewed at:  
<http://www.winchester.gov.uk/meetings/details/1363>

Hard copies have been printed for City Councillors only.

**Appendix 2****Recommended Draft High Quality Places Supplementary Planning Document**

The draft High Quality Places SPD can be viewed at <http://www.winchester.gov.uk/meetings/details/1363>

Hard copies have been printed for Cabinet, Cabinet (Local Plan) Committee and Group Leaders only.

**Appendix 3****Recommended Open Space Strategy Update 2014**

The recommended Open Space Strategy can be viewed at <http://www.winchester.gov.uk/meetings/details/1363>

Hard copies have been printed for Cabinet, Cabinet (Local Plan) Committee and Group Leaders only.