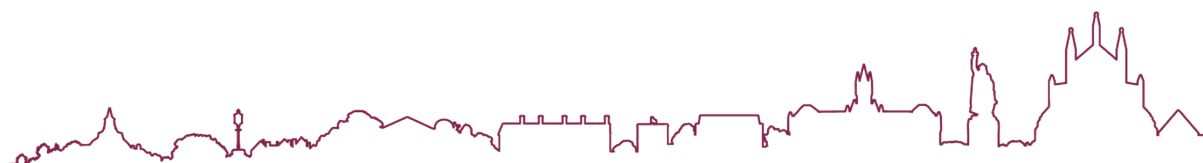


Winchester District Development Framework.

Local Development Scheme.

December 2018.

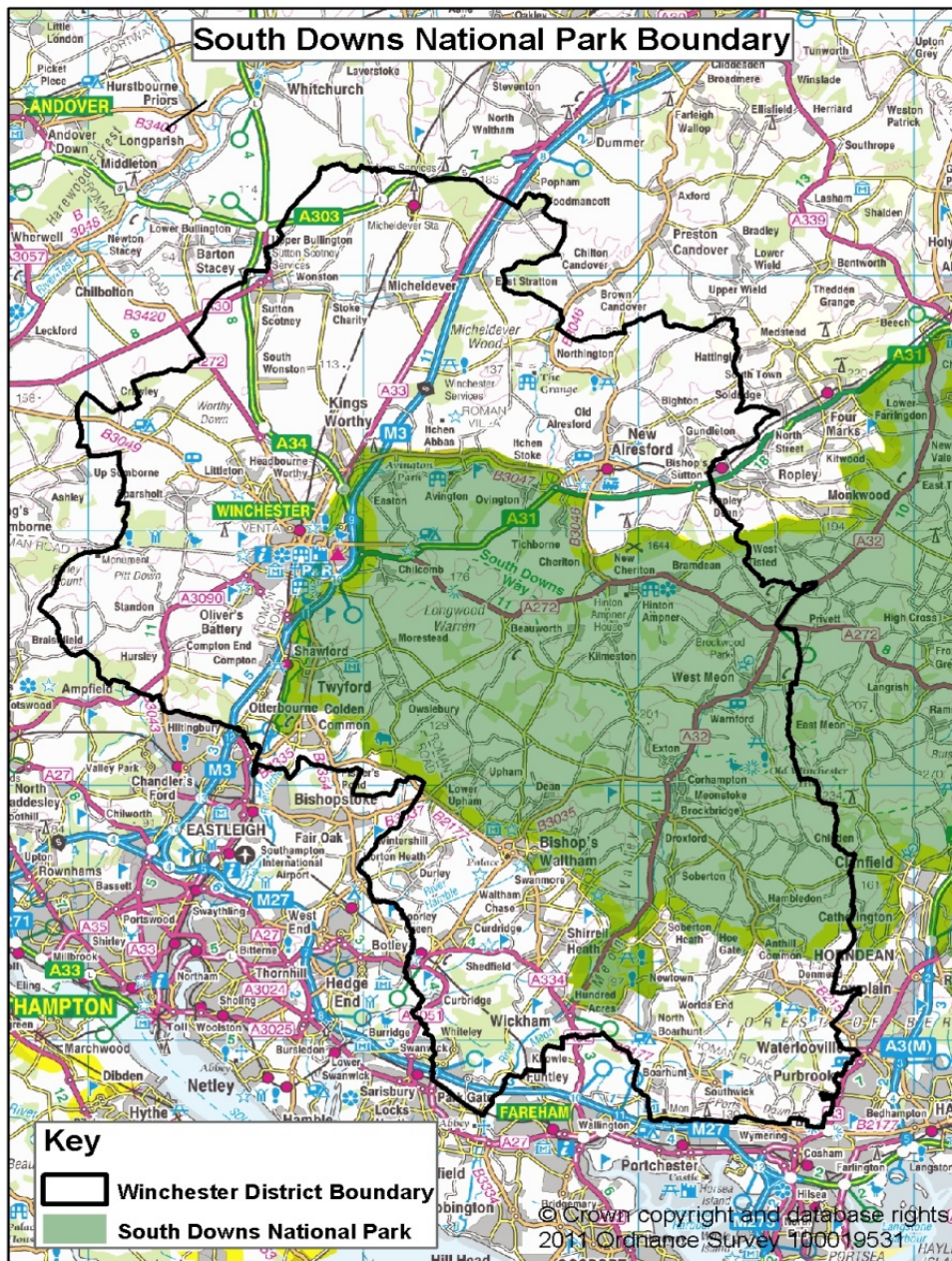


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1.0 Introduction

1.1 Winchester City Council is required to prepare, update and publish a Local Development Scheme (LDS) in accordance with the Planning and Compulsory Purchase Act 2004 (as revised by the Localism Act 2011).

1.2 This LDS covers the administrative area of Winchester that falls outside the South Downs National Park (which produces its own Local Plan) and sets out which planning policy documents the Council intends to produce, and the timetable for producing these documents over a three year period to 2021. The map below shows the boundary of Winchester City Council and the South Downs National Park.



1.3 The Act (as amended by the Localism Act 2011) states that a Local Development Scheme must specify:

- ❖ The Local Development Documents which are to be Development Plan Documents;
- ❖ The subject matter and geographical area to which each development plan document relates;
- ❖ Which Development Plan Documents, if any, are to be prepared jointly with one or more other local planning authorities;
- ❖ Any matter or area in respect of which the authority has agreed (or proposes to agree) to the constitution of a joint committee [with other Local Planning Authorities]; and
- ❖ The timetable for the preparation and revision of the Development Plan Documents.
- ❖ Such other matters as are prescribed.
- ❖ This LDS has been approved by the Council on 3 December 2018 and is brought into effect from that date.

This document can be viewed on the Council's website;

<http://www.winchester.gov.uk/>

2.0 Background

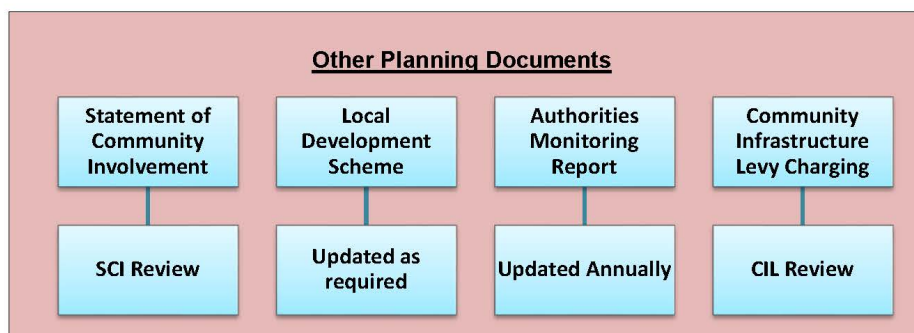
2.1 The Development Plan Documents for Winchester District comprises;

- ❖ The Winchester District Local Plan Part 1 - Joint Core Strategy (LPP1), LPP1 was prepared by Winchester City Council (WCC) and the South Downs National Park Authority (SDNPA). It was adopted by WCC in March 2013. This plan covers the entire geographical area of Winchester District including the SDNP and provides the strategic policies for the area.
- ❖ The Local Plan Part 2 - Development Management and Site Allocations (LPP2). This local plan covers the parts of the district that lie outside the SDNP and are administered by WCC as local planning authority. It provides site allocations and detailed policies relating to development management. LPP2 was adopted in April 2017.
- ❖ The Denmead Neighbourhood Plan; this is the only Neighbourhood Plan in the district and was "made" on 1 April 2015. The plan covers most of the parish of Denmead. Denmead Parish Council has indicated an intention to review their plan in line with the Local Plan 2036 process.
- ❖ The Gypsy and Traveller and Travelling Showpeople DPD (G&T DPD). This DPD was submitted for examination in September 2018 and is likely to be adopted and published in February 2019. The DPD covers the area of Winchester District outside the NP. The timeframe for the key stages of the G&T DPD is set out in the table below.

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)
Timetable of Key Stages	
Hearing period	September 2018
Consultation on proposed Main Modifications	October /November 2018
Inspector's Report – final (Reg. 25)	January 2019
Adoption and publication of LDD and revised Local Plan Policies Map (Reg. 26)	February 2019.

- ❖ The Hampshire Minerals and Waste Plan. This plan is produced jointly by Hampshire County Council (HCC), Southampton City Council, Portsmouth City Council and South Downs and New Forest National Park Authorities. The plan covers the entire county.

The table below shows the Local Plan documents for Winchester District.



2.2 This LDS is a three year project plan and will cover the period to the end of 2021 in detail, with an indication of key milestones thereafter. It sets out the details of remaining Local Development Documents to be produced and includes

a programme for key dates in the review of the Local Plan process. It also includes an assessment of identified risks and contingencies as part of ongoing programme management. There is no requirement for Supplementary Planning Documents (SPD) to be included in the LDS however the Council will continue to produce SPDs where appropriate. There is a list of all adopted SPDs on the Council's website.

3.0 Other relevant documents

3.1 The Statement of Community Involvement (SCI) has been updated and subsequently adopted by the Council in December 2018. This represents a slight slip from the original programme in the last LDS which anticipated adoption in March 2018. The SCI provides the framework within which the public will be consulted on the preparation of policy documents and planning applications and states how the local authority intends to achieve this involvement.

3.2 The Authority Monitoring Report (AMR) is updated yearly and provides updates on the status of the LDS timetable, progress on finalising identified DPDs and progress of the new Local Plan. It also reports on public consultations and duty to cooperate consultations, updates on neighbourhood planning within the district and key statistics on planning topic areas such as housing, employment, population, community, health, education, environment and transport.

3.3 The Community Infrastructure Levy (CIL) is the mechanism whereby funds can be raised from development for essential infrastructure as set out in the infrastructure (Regulation 123) list. CIL is charged per square metre on the gross internal floor space of the net additional floor space of development and is applicable to all residential developments regardless of size and to other specified types of development of 100 square metres or over. The Council has set differential rates of CIL for the various uses based on the economic viability evidence in the CIL Viability Study.

3.4 The CIL charging schedule was adopted in 2014. Given that Winchester's CIL was brought into effect in April 2014, it is considered appropriate to initiate a full review to coincide with the review of the Local Plan with adoption of the revised charging schedule in December 2021. A limited review of the CIL 'Regulation 123 List;' is currently underway pending the full CIL review and is expected to be completed in early 2019. More information on the CIL is available on the Council's website. The timeframe for the key stages of the CIL review is set out in the table below.

CIL Review	
Timetable of Key Stages	
Evidence gather and on going community consultation – viability testing	Early 2019
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

4.0 The emerging Development Plan 2036.

4.1 In light of recent changes in national planning policy the Council has taken the decision to prepare a new local plan. This also accords with the view of the Inspector examining LPP2 who required an undertaking that the plan would be reviewed in 2018 because the housing figures from LPP1 (2013) would become out of date.

4.2 Local Plan 2036 will set the vision and framework for future development of the district (which lies outside the SDNP) to 2036.

4.3 When the new Winchester District Local Plan 2036 has been adopted the development plan will comprise The Winchester District Local Plan 2036, The Hampshire Minerals and Waste Plan 2013, the Denmead Neighbourhood Plan and any other neighbourhood plans which might be “made”.

4.4 The plan will address local housing need, the economy, environmental considerations, community infrastructure as well as strategic infrastructure needs. The plan will make site specific allocations as necessary to meet identified need. It will provide detailed topic policies to guide determination of planning applications.

4.5 Stages of Local Plan 2036 preparation.

The plan making process is ongoing and some preparatory work on the Local plan 2036 began in 2018. The Local Plan will cover the period up to 2036. There are several key stages in the preparation of the Local Plan and each are subject environmental and sustainability assessment in accordance with the requirements of the Strategic Environmental Assessment Directive (SEA). This information is published in the Sustainability Appraisal (SA), as part of an integrated assessment incorporating matters covering the environment, health, equality and habitats (Habitats Regulations Assessment HRA). Since work commenced on the new Local Plan the Revised NPPF has been issued and recommends having strategic policies and detail in Local Plans which is something that will be explored in the early stages of the plan making process. The following stages of the Local Plan preparation may be affected by any further changes in legislation.

4.6 Pre – publication stage (Regulation 18).

This is the initial stage which involves evidence gathering and engaging with the local community, businesses and stakeholders, including statutory consultees and neighbouring local authorities. Issues and options will be explored with these

participants. This process has started and will continue into 2019 with a draft LDD and draft SA being made available for consultation in December 2019.

4.7 Publication of Pre-Submission Draft Local Plan (Regulation 19).

Following regulation 18 the next stage the Council will consider all of the representations and prepare and publish a revised draft version of the Local Plan 2036 and invite representations in accordance with Regulation 19. These representations will be based on whether the draft plan is legally compliant and sound when assessed against the requirements contained in the National Planning policy Framework (NPPF). This is scheduled for October 2020.

4.8 Submission and Examination of the Local Plan (Regulations 22&23).

Following regulation 19 the Council will formally submit the draft Local Plan 2036, comments received on it, and the evidence base to the Planning Inspectorate for examination on behalf of the Secretary of State. The independent Inspector will assess the Plan against the tests of soundness set out in the NPPF and will take into account any representations received. The examination is scheduled to take place in June and July 2021.

4.9 Consultation on proposed Main Modifications.

The Inspector and the Council may suggest modifications to the draft plan and these will be consulted on during September / October 2021.

4.10 Inspector's Report – Final Regulation 25.

The Inspector's Final Report is expected to be received in November 2021.

4.11 Adoption and publication of LDD and revised Local Plan policies Map Regulation 26.

It is anticipated that the new Local Plan 2036 along with the new policies maps will be adopted and published in December 2021.

The table below shows the key stages of the Local Plan 2036.

Winchester District Local Plan 2016-2036 Document Details	
Role and content summarise	The preparation of a development strategy Winchester District. Review and update adopted core and development management policies based on updated evidence.
Geographical coverage	Winchester District (excluding that part within the South Downs National Park and any area subject to an adopted Neighbourhood Plan)
Timetable of Key Stages	
Community involvement in	Mid 2018 onwards

development of issues and options	
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

5.0 Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA).

5.1 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).

5.2 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 integrated impact assessments for planning 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.

All relevant existing SEA/SA documents are available to view on the Council's website.

5.3 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 2017 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. HRA documents are available to view on the Council's website.

5.4 Preparation of Local Plan 2036 provides an opportunity to update the SA/SEA/HRA frameworks to ensure that the processes are compliant with any legislative changes in light of recent High Court judgements and any impacts from Brexit are reflected. At present where requirements exist to comply with European Union Law (SEA and HRA) it is anticipated that these will be translated into UK Legislation and still be binding.

6.0 Delivery and Implementation.

6.1 Producing a new Local Plan is a corporate priority and the preparation of the Local Plan will be led by the Strategic Planning Team.

6.2 The development of the Local Plan will need to be underpinned by up to date evidence covering the topics in the Local Plan. The Council will work with other departments within the Council, neighbouring authorities, Hampshire County Council, local communities and expert consultants to produce the technical background work which will form the evidence base for the new Local Plan.

6.3 The financial resources required to produce the evidence base have been estimated and provision made in the Council's budget.

6.4 The Council is satisfied that at the time of the preparation of the LDS appropriate resources are available to deliver the timetable set out in Appendix 1.

7.0 Monitoring and Review.

7.1 The Authorities 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 on the Council's website. The AMR will compare progress against the key milestones set out in the LDS (Appendix 1) and consider the need to revise and update the LDS.

8.0 Risk Assessment.

8.1 The production of a Local Plan requires consideration of the potential risk involved in its preparation. These vary from local matters such as changes in staffing levels or political / administrative changes to those of regional or national significance including publication of revised government guidance.

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

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.
Vacant post might not be filled	Medium	Medium	Seek to recruit in a timely manner to allow for a new member of staff to become familiar with WCC processes, prior to key stages of plan making.	Seek to recruit a temporary member of staff with the necessary experience.
New national legislation	High	Medium	The Government has recently made a number of changes to the planning system, including plan making and a revised National Planning Policy Framework. It is highly likely that other changes and guidance will be forthcoming in the 3 year LDS period.	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. Need to ensure documents are regularly updated to ensure compliance with legislation.
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	To reduce risk of challenge, ensure the Local Plan is legally compliant, is based on robust evidence and has been subject to extensive consultation. Resist

Risk	Likelihood	Impact	Contingency	Mitigation
			policies and proposals.	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. The new NPPF has also introduced the requirement to produce statements of common ground and, by agreement, meeting neighbours unmet housing needs.	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 representations typically received at consultation stages.	Sufficient flexibility is included in the Local Plan timescales. Revise LDS where necessary. 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	Medium	High	Retain up to date evidence on infrastructure and liaise with	Continuing engagement with infrastructure providers and

Risk	Likelihood	Impact	Contingency	Mitigation
infrastructure			infrastructure providers.	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.

