



Winchester City Council

Local Development Framework:

# Annual Monitoring Report 2005

Report No 1 (covering the period 01.04.04 – 31.03.05)



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# 1 INTRODUCTION

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- 1.1 This report comprises the first Annual Monitoring Report (AMR) of Winchester's emerging Local Development Framework (LDF). The report monitors progress on the development of the Framework, together with the performance of the existing planning policies of the Council over the year 2004/5.
- 1.2 The first sections of this report provide the background to the AMR, its purpose and its coverage.
- 1.3 The majority of this report is contained within Parts One and Two.
- 1.4 **Part One** of this report is an analysis of progress on the Council's Local Development Framework. It analyses the implementation of the Council's Local Development Scheme (LDS) and proposes that it should be altered to reflect changing circumstances. Winchester City Council's LDS came into effect from 31.03.05, which is after the period formally covered by this report. However, the AMR is the vehicle for analysing progress on the LDS and suggesting amendments to it and it is considered logical to continue the LDS monitoring process up until the current time as far as possible. An amended LDS timetable is attached as Appendix 1.
- 1.5 **Part Two** contains the detailed monitoring of the performance of the adopted local planning policies over the last year. The detailed analysis of policies in Part Two is organised by the objectives listed in the Winchester District Local Plan (WDLP). Each objective is addressed by several policies within the Plan. Policies that affect issues such as housing and employment are covered within this section.
- 1.6 Indicators are used to monitor the effectiveness of the WDLP policies where possible. The government has provided a list of Core Indicators that must be addressed, and these are covered in this section. However, there are also some information gaps, and this section describes how it is intended to fill these gaps in future AMRs. A list of the Core Indicators and where they are covered in this report is contained in Appendix 2, for ease of reference.
- 1.7 Part Two aims to monitor the performance of the adopted planning policies, by the use of these indicators. It identifies where policies need to be altered, and how this should take place, although many changes to policies are already being carried out through the Local Plan Review.
- 1.8 Finally the AMR discusses future monitoring. This is the Council's first AMR and there are information gaps within it. Further work needs to be undertaken to gather the information required for the Core Indicators and to develop other Local Indicators. This section discusses this issue. This section also outlines the approach proposed for monitoring in the development of new Local Development Documents within the LDF. Monitoring will be a more integral part of the development and operation of LDDs in the future.
- 1.9 Since 2003, the Council has been producing annual Housing Monitoring Reports. These covered housing supply issues and information on affordable housing, housing mix and urban capacity issues. The majority of the information contained in the Housing Monitoring Reports will now be contained within the AMR and separate Housing Monitoring Reports will no longer be produced. Much of the information that was in that Report is covered by the Core Indicators, and other useful information has been covered as Local Indicators, within Part Two. The schedule of urban capacity sites developed and the accompanying maps are now included as Appendix 3 of this report. The Urban Capacity Study itself is not affected, and the Council is considering how best to review that document.



## 2 STATUTORY BACKGROUND TO THE ANNUAL MONITORING REPORT

# 2

- 2.1 The Planning and Compulsory Purchase Act 2004 introduced the new statutory planning system for England and Wales. This replaced the system of Regional Planning Guidance, Structure Plans and Local Plans, with one of Regional Spatial Strategies (RSS) and Local Development Frameworks (LDF). Amongst other Local Development Documents (LDD), the LDF includes a suite of planning documents known as Development Plan Documents (DPD), which will form the statutory plan for the local area. These can be supplemented by Supplementary Planning Documents (SPD), in much the same way as Local Plans were supplemented by Supplementary Planning Guidance (SPG).
- 2.2 Until suitable DPDs can be developed for an area, the existing adopted Local Plan 1998 will continue to be used as the statutory plan, for a period of up to 3 years. The policies within the adopted Local Plan are described as being 'saved' for this 3 year period. In the case of Winchester, the Plan currently being used is the Winchester District Local Plan, which was adopted in 1998. Work is continuing on a review of this Plan. Due to the advanced stage of the Winchester District Local Plan Review, when the new planning system came into effect, the Council is permitted to continue to adoption of this Review Plan. Accordingly, it is intended to adopt the Winchester Local Plan Review in 2006. The policies in that Plan will then become the adopted planning policies for the area and will be saved for a period of 3 years – up to 2009, whilst the LDF is being developed.
- 2.3 The Structure Plan will also be used until it is superseded by a RSS. The relevant Structure Plan is the Hampshire County Structure Plan Review, adopted in 2000.
- 2.4 The new planning system requires planning authorities to produce a 3 year work programme for the LDF entitled the Local Development Scheme (LDS). This outlines the development of the LDF over the next 3 years, providing a timetable for the production of LDDs throughout that period. A new LDS is required to be produced at that end of that time, for the following 3 years.
- 2.5 Section 35 of the Planning and Compulsory Purchase Act 2004, requires every local planning authority to produce an Annual Monitoring Report (AMR), which assesses both the policy process (progress on the production of the LDF) and the performance of adopted planning policies.
- 2.6 Progress on production of the LDF is assessed by monitoring the implementation of the LDS. Local authorities may propose changes to the LDS in advance of the 3 year review, should the monitoring suggest this. Part One of this report discusses progress on the Winchester LDS.
- 2.7 The performance of the planning policies is assessed by monitoring the use of key indicators, which indicate whether policies are useful and are having their intended effects. As a result of this, the AMR may propose that certain policies should be reviewed in the future. This aspect is covered in Part Two of this report. The scope of the AMR is further prescribed in Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004. These set out five key tasks that the AMR must address:
- Review actual progress against the LDS timetable;
  - Assess the extent to which policies are being implemented;
  - Where policies are not being implemented, explain why and set out the steps to rectify this or to amend or replace the policy;
  - Identify significant effects of policies and whether they are as intended;
  - Set out whether policies are to be amended or replaced.
- 2.8 PPS 12: Local Development Frameworks (Sept 2004), sets out the key policy requirements in terms of monitoring. It states in paragraph 4.24 that two of the tests of soundness of a DPD that an Inspector will consider, are that policies are founded on a robust and credible evidence base and that there are clear mechanisms for implementation and monitoring.
- 2.9 Further Government guidance on the scope of monitoring and the AMR is contained within 'Creating Local Development Frameworks' (ODPM, Nov 2004) and 'Local Development Framework Monitoring: A Good Practice Guide' (ODPM, March 2005).





- 3.1 Monitoring of the LDF through the AMR has various purposes.

### **Monitoring of progress on policy preparation.**

- 3.2 Firstly, progress on the development of the LDF itself is monitored. Actual progress on the preparation of LDDs is compared with the key milestones outlined in the LDS. This yearly monitoring assists the management of future work programmes by identifying slippages and potential conflicts at an early stage. The AMR can propose changes to the Scheme to address these issues. By identifying the reasons for any shortcomings, it may be possible to avoid such problems in future.

### **Measuring the effectiveness of existing policies.**

- 3.3 The monitoring of specific indicators assists in assessing whether policies are being implemented and having an effect. This should identify whether the effects are desirable and as intended. Monitoring helps to identify and quantify where policies are succeeding or failing and also where there are policy gaps.
- 3.4 Potential areas for change in policies should be identified and the AMR should develop this by suggesting how policies should be altered to address the identified shortcomings. Monitoring might also identify areas for change which may fall outside the LDF, such as in Community Strategies.
- 3.5 Monitoring by means of indicators will also provide information for assessing progress towards sustainability targets and objectives.

### **Contributing to policy development**

- 3.6 Although the monitoring of policy performance covers the previous year, it is also a forward-looking activity, as it provides information that feeds into the formulation of new policies.
- 3.7 The new spatial planning system focuses more on implementation and the setting out agreed delivery mechanisms. As LDDs will embrace wider social, environmental and economic objectives than the previous land-use based system required, it is important that their effects are better understood and this requires a more comprehensive evidence base that has traditionally been the case. Monitoring information will contribute to the evidence base, which must form the basis of LDDs.
- 3.8 Paragraph 2.7 of the ODPM's Good Practice Guide on Local Development Framework Monitoring states that 'Monitoring should adopt a positive, future-orientated approach by identifying the key challenges, opportunities and possible ways forward for revising and adjusting spatial planning policies'.
- 3.9 LDFs need to be continuously reviewed and revised and the AMR will be the main mechanism for assessing the Framework's performance and effects. Plan, monitor, manage is a key principle of the new system.



### **Period covered; 1st April 2004 – 31st March 2005.**

- 4.1 Statutorily, initial monitoring reports only have to cover the period from October 2004 - end of March 2005, as the Planning Act did come into effect until October. However, it is logical to include information on policy implementation for a complete year, and so the AMR includes information pre-dating the October period. In actuality, much of the monitoring information that has been provided by Hampshire County Council is for a 15 month period, running from January 2004 – March 2005. This is because their monitoring systems have had to change to the April – March pattern, from the previous pattern of monitoring by calendar year.
- 4.2 The LDS did not begin until March 2005, but information on its progress up until the production of this report in December 2005, is still contained within this AMR. Policy monitoring information is also sometimes shown for a period longer than one year. This is because one year is too short a period to identify trends such as those in housing trajectories. For some indicators where there is limited activity, it may make sense in future monitoring reports to provide information over a longer period such as every 3 or 5 years.

### **Plan covered; Winchester District Local Plan 1998**

- 4.3 This is the statutory planning document for the District and has been saved until it is superseded when the Winchester District Local Plan Review (WDLPR) is adopted. That adoption is programmed to occur by July 2006, at which time the WDLPR will become the statutory plan. The WDLPR will be saved for 3 years following adoption, until June 2009. The Core Strategy is the first DPD to be planned for adoption, and this is programmed to occur in June 2009.

### **Preparation of the monitoring report.**

- 4.4 Government guidance suggests that AMRs should be prepared by a process of joint-working with the involvement of key stakeholders. The City Council has been working closely with research officers in Hampshire County Council on the collation of monitoring information. This will continue and a Service Agreement is being devised to help to improve the monitoring system. Relevant officers from other authorities in Hampshire have been sharing information and best practice on the preparation of the AMR. Monitoring issues are regularly discussed at Hampshire Planning Research Liaison Group and Hampshire Development Plans Group. GOSE also attend the latter group and have been in electronic correspondence over matters of detail with several authorities.
- 4.5 The Hampshire Biodiversity Information Centre, the Hampshire Wildlife Trust and the Environment Agency have provided information on matters that relate to their areas of expertise. The Local Strategic Partnership has also been consulted on the results of the AMR and comments were invited on these and on the development of future indicators. Finally, this AMR was discussed and agreed at the Winchester City Council Cabinet meeting of 14th December 2005.



- 5.1 The new planning system arising from the Planning and Compulsory Purchase Act 2004, replaces the system of Local Plans and Supplementary Planning Guidance, with that of Local Development Frameworks (LDF). LDFs consist of a suite of Local Development Documents (LDD) comprising statutory planning documents known as Development Plan Documents (DPD), Supplementary Planning Documents (SPD) and the Statement of Community Involvement (SCI). The DPDs will effectively replace the Local Plan in due course.
- 5.2 The government have recognised that it will take a number of years for these DPDs to be produced. Accordingly, local planning authorities are permitted to continue to use policies within adopted Local Plans, by 'saving' them. These policies become part of the LDF, until superseded by appropriate DPDs, for a maximum period of up to 3 years. Authorities such as Winchester, which are well advanced towards the adoption of their emerging Local Plan Reviews, are advised to take the Plan through to its completion, and then 'save' these policies, for a maximum of 3 years, or until they are superseded.
- 5.3 The new legislation requires that a 3 year rolling programme for the development of LDFs be produced by each planning authority, entitled the Local Development Scheme or LDS. The LDS outlines the work that will be carried out towards the LDF over the next 3 years. It provides a timetable indicating when documents will be started and outlines the key stages in their production. The City Council's first LDS was published in March 2005. The 3 years 2005 – 2008 are covered in detail, with indications of the future programme provided where this is known and would assist interpretation of the LDS. The timetable for the LDS is attached as Appendix 1.
- 5.4 In summation, there are 5 elements in Winchester's LDS:
- 1 Saving the Adopted Local Plan until replaced by the WDLPR.
  - 2 Progression of the Local Plan Review (including adoption of the Review Plan in July 2006 and its 'saving' for 3 years).
  - 3 Production of the Statement of Community Involvement LDD.
  - 4 Commencement of work on the Core Strategy and the Development Provision DPDs.
  - 5 Production of a number of SPDs.
- Full details of the work programme and the contents of the proposed documents are contained within the published LDS.
- 5.5 The 2004 Act and Regulations require planning authorities to monitor progress on the LDS in their AMRs and to explain the reasons for any slippages in the programme. The report should state what measures the Council proposes to take to bring the timetable back on track, or alternatively, to propose changes to the timetable. It may also be necessary to amend the LDS for other reasons, such as unexpected events or new legislation, for example.
- 5.6 This AMR is only required to cover the period 01.10.04 – 31.03.05. Most of the elements in the LDS that have actions on them in the near future (the SCI and the SPDs) were not programmed to commence production until March 2005. Therefore, there is little to report for the statutory monitoring period of this AMR. However, it would be logical to report on the LDS monitoring process up to the current time as far as possible, particularly as it is clear that changes need to be made to the Scheme.

### **Progress on the LDF 2004 – December 2005**

The elements of the LDS are now considered individually:

- 5.7 **Saving of the Adopted Local Plan.**  
This has been carried out, pending the adoption of the Review.
- 5.8 **Progressing the Local Plan Review.**  
This has largely followed the timetable, and none of the key stages shown on the timetable require amending. The Inspectors' Report was received earlier than anticipated; in September, rather than October 2005. It is intended to publish the Proposed Modifications in January, in line with the timetable and the intended adoption date will remain as July 2006.
- 5.9 **Production of Statement of Community Involvement LDD.**  
This has followed the timetable set out in the LDS so far, and it is anticipated that the SCI will be completed on time.

- 5.10 **Commencement of work on the Core Strategy & Development Provision DPDs.**  
Pre-production work has not yet started on these DPDs. However, as the South-East Plan has been delayed, it is likely that the Development Provision DPD may be produced at a later date than that currently timetabled. It is not considered appropriate to amend this part of the LDS until the position regarding the South-East Plan becomes more certain.
- 5.11 **Production of a number of SPD.**  
All of the SPDs that have been started will be subject to some delay and it is likely to take longer to adopt them, than originally programmed. The LDS will need to be amended to reflect this. The SPD documents listed in the current LDS are largely being prepared by external sources and are not under the direct or total control of the Council. More detail on the relevant documents and the reasons for the changes proposed are given below.
- 5.12 **Local Area Design Statements.** The four LADS programmed have been prepared by a firm of consultants. The timetable for their production was quite short and, although they were all started on time, it is clear that they will not now be ready in time to reach their expected adoption dates. Work on the Chilbolton Avenue LADS was begun first and is expected to be adopted by January 2006. However, the other LADS will have to be re-scheduled until later in 2006.
- 5.13 It is proposed to continue with the production of these LADS until they are complete. The LDS will need to be amended to reflect the new timetable. The details of the key stages will need to be altered in a revised LADS Profile. The proposed changes to the adoption dates are listed below:

LADS title	LDS Adoption Date	Revised Adoption Date
Chilbolton Avenue	September 2005	January 2006
Sleepers Hill	October 2005	September 2006
Compton Down	September 2005	September 2006
Springvale Road	October 2005	September 2006

- 5.14 **Village Design Statements.** The four VDS listed in the LDS all started production in accordance with the timetable and the Oliver's Battery VDS is still expected to be adopted by September 2006, as shown in the timetable. However, it is clear that the other VDS are likely to take longer to adopt than originally was thought.
- 5.15 VDS are primarily prepared by Parish Councils, and progress often relies on the dedication of a group of volunteers. In these circumstances, it is highly likely that it will take a long time for documents to be produced. It is also difficult to adhere to a fixed timetable in this situation. Nevertheless, an estimate has been made of when these VDS should be completed and it is proposed to continue with the production of these VDS until they are adopted and that the following new adoption dates be provided in the LDS:

VDS title	LDS Adoption Date	Revised Adoption Date
Denmead	September 2006	March 2007
Kings Worthy	January 2006	July 2006
New Alresford	April 2006	September 2006

- 5.16 **Neighbourhood Design Statements.** The two NDS proposed in the LDS have both started production, however, it is considered that they are unlikely to be completed in accordance with the existing timetable. NDS perform a similar role to VDS, within the urban area, and are prepared via a similar process. The same resourcing and timescale issues apply, and it is considered reasonable to alter the anticipated adoption dates of the NDS accordingly.

NDS title	LDS Adoption Date	Revised Adoption Date
Fulflood	September 2005	September 2006
Teg Down	March 2006	November 2006

### Proposed additions to the LDS

- 5.17 During the course of the period April 2004 – December 2005 covered by this section of the AMR, the need has arisen for three additional SPDs to be produced. It is proposed that they be added to the LDS. The relevant SPDs and the reasons for their inclusion are as follows:
- 5.18 **Durley Village Design Statement**  
The Parish Council of Durley has expressed a wish to produce a VDS, commencing as soon as possible. It is proposed that a schedule for its production be added to the VDS LDD profile and it be added to the timetable shown as Appendix 1 of the LDS.
- 5.19 **Local Reserve Sites SPD**  
The Inspectors' Report into the Local Plan Review recommended the inclusion of four local reserve sites in the Plan. These are sites that may be brought forward for housing (primarily), should housing monitoring indicate a need over the Plan period. Guidance needs to be produced to explain the role of these reserve sites and how their release will be triggered.

- 5.20 As the Proposed Modifications to the Local Plan Review are to be published in January 2006 and the Review Plan adopted by July 2006, this guidance needs to be produced as a matter of urgency and in a draft form to fit in with timetable of the Local Plan Review. Therefore, the Council has appointed consultants to produce SPD on this subject, to a tight timescale. Pre-production work was carried out during October–December 2005 and the draft guidance will be published with the Modifications to the Review Plan in January. It is proposed that this SPD be adopted in July 2006, concurrent with the Review Plan.
- 5.21 The LDS will need to be revised to include the production of this SPD, so as to enable its adoption. The Local Reserve Sites SPD will need to be added to the LDD Profile details and the work programme added to the timetable shown in Appendix 1 of the LDS. The Supporting Statement and parts of other sections of the LDS will also require altering where relevant.
- 5.22 **Replacement H3 Infill Policy SPD**  
The Inspectors' Report into the Local Plan Review recommended the deletion of proposed policies H3 and H4, their replacement with a new H3 policy, and the preparation of a Supplementary Planning Document to assist in the interpretation of the new policy. The new H3 policy will be included as part of the Proposed Modifications to the Review Plan. The recommended SPD will also need to be considered and adopted in accordance with the Local Plan Review programme.
- 5.23 As with the Local Reserve Sites above, the Council has appointed consultants to produce SPD on the proposed new H3 policy. Pre-production work was carried out during October-December 2005 and the draft guidance will be published with the Proposed Modifications to the Review Plan in January. It is proposed that this SPD be adopted in July 2006, concurrent with the Review Plan.
- 5.24 As with the Local Reserve Sites SPD above, the LDS will need to be revised to include the production of this SPD. The H3 SPD will need to be added to the LDD Profile details and the work programme added to the timetable shown in Appendix 1 of the LDS. The Supporting Statement and parts of other sections of the LDS will also require altering where relevant.

#### **Process for amendment of the LDS**

- 5.25 The details of a revised LDS will be finalised over the following month, and additional text will be written where necessary. It is intended to report the revised LDS to Cabinet in February 2006, with publication and submission to GOSE for formal approval soon after.





- 6.1 Policy performance is analysed using the Objective – Policy(ies) – Indicator(s) approach. Policies are grouped around the stated objectives of the WDLP as outlined in paragraph 2.8 of the Plan. The analysis in this AMR does not match the monitoring categories in the back of the WDLP however, for the following reasons:
- 6.2 These groups of policies have been organised specifically for the purposes of this monitoring report. Many policies relate to more than one plan objective, however, it was necessary to group policies under one heading or another in order to make monitoring practical.
- 6.3 The Review Plan contains revised objectives. The policy groupings under each objective have been organised in such a way in this report as to make comparisons between the two Plans as easy as possible. The last objective contains little information for example, as this category has been removed in the Review Plan.
- 6.4 Proposals that deal with specific sites, such as within the Settlement Chapter and site allocations for uses, are not included in this analysis of policies, although their completion would make a contribution to the achievement of certain objectives. Tables of progress on the Employment and Housing allocations are included within discussion of the relevant Core Indicator.

### Indicators for AMR, themed around WDLP objectives

**Objective:** Conserve and enhance the particular character of the District by carefully controlling development and using it and other means, wherever possible, to achieve positive improvements to the environment and the quality of life of the District

- 6.5 **Policies:** Character of settlements (EN1–EN9, W1–W3, S1, S2), New Communities Chapter, rural character (C1, C2, C6, C7, C14, C19-C21, C24, RT10), MOD land (F55, F56), gypsies (C23), environmental enhancement (EN11 & site specific proposals), rural economy (C8-C13, C15-C18, C22, RT8-RT10, RT13-RT16), heritage (HG1-HG24)
- 6.6 **Indicators:** It has not been possible to provide indicators relating to this objective for this AMR. However, there are several Local Indicators that may be developed in the future:
- 6.7 Information on the number of Conservation Area Character Appraisals will soon need to be provided by the Council for the purposes of Best Value Performance Indicators 219a – 219c.
- 6.8 Information could be provided on the number of Conservation Areas, Listed Buildings and Buildings at Risk and changes to their numbers, if this was considered useful.
- 6.9 The Council has produced a Landscape Character Assessment and it may be possible to develop monitoring of the quality of the District’s landscape in association with this.
- 6.10 The Council is assisting in the production of a number of Village Design Statements and Neighbourhood Design Statements. The Council is also producing a series of Local Area Design Statements under the LDF. The publication of these documents could be considered as a measure of the success of policies aimed at protecting and enhancing the character of settlements. Further thought needs to be given as to whether such documents could have a greater role in the monitoring of such policies.
- 6.11 Monitoring of environmental enhancement policies and the New Communities Chapter, would largely focus on the extent to which schemes were complete. It is not necessary to monitor some of these schemes as they have been completed and are not contained within the WDLPR, nor are they likely to be within LDDs in future. However, consideration needs to be given to bringing in the monitoring of policies such as those relating to enhancement, which are a measure of the quality of the environment and the quality of life.
- 6.12 A further problem with developing monitoring of policies under this objective in particular, is that many of the policies relating to character of settlements –such as those relating to low density environments – have been superseded by government guidance and have not been continued with in the Local Plan Review. Indeed the Local Plan Review takes such a different approach to character, based on the use of techniques such as planning application design statements and LADS, that developing monitoring of the existing WDLP character policies would be a wasteful use of resources in many cases.
- 6.13 **Comment:** It is not possible to provide an indicator measuring the success of this objective for this AMR. However information on Conservation Appraisals will be available next year and it should be possible to develop further indicators in the heritage field. The Council will consider in more detail the practicalities of developing monitoring in terms of policies relating to environmental enhancement and the character of settlements and rural areas. These factors will be reported on in next year’s Annual Monitoring Report.

**Objective:** To make provision for the development of adequate land to satisfy the aims and policies of the Hampshire County Structure Plan.

- 6.14 **Policies:** Housing supply (H1, H2, H4, H8, H9, W5 and various site allocations), policy boundaries and development frontages (H1, H2).
- 6.15 This section of the AMR concentrates on housing supply. A housing trajectory, analysis of sources of supply, information on the delivery of housing on previously developed land and housing densities, are contained within this section. Housing needs, including affordable housing statistics, are covered in relation to the relevant objective—'Meeting local needs et sec', page 24.
- 6.16 The Council has been producing a Housing Monitoring Report since 2003, containing yearly monitoring information on housing supply, completions, density, affordable housing and urban capacity. This information will now be contained within the AMR and a separate Housing Monitoring Report will no longer be produced.
- 6.17 In 2001 the Council produced the Urban Capacity Study (UCS). This identified the potential to recycle land and buildings within the settlements of Winchester District. The schedules and maps of potential sites shown within the UCS have been updated as part of the Housing Monitoring Report as sites have become developed. This information will also be provided as part of the AMR from now on. Updated UCS schedules and maps for 2004-2005 are attached as Appendix 3 of this report. It is intended to review the Urban Capacity Study itself, as part of the preparation of the Core Strategy of the LDF.
- 6.18 The most recent separate Housing Monitoring Report (Report No 3) was published in June 2005 and covered the period 2003 – 2004. The housing information within this AMR therefore contains monitoring of completions from 2004 – 2005, together with an update of the projected housing supply up to 2011. The figures on permissions and completions have been provided by Hampshire County Council.

### **Core Indicator 2a: Housing Trajectory**

- 6.19 Table 1 provides a breakdown of the core indicators required in the housing trajectory.

Table 1 Core indicators required in the housing trajectory

<b>Core indicator 2(a)</b>	<b>Number of dwellings (estimated MDA completions of 1600)</b>
(i) net additional dwellings since 1996	4559
(ii) net additional dwellings for the current year	694
(iii) projected net additional dwellings up until 2011	3625
(iv) the annual net additional dwelling requirement	486
(v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to the previous year's performance	456

### **Housing Trajectory**

- 6.20 The housing trajectory (figure 1) shows the City Councils housing projections up to the year 2011.
- 6.21 The methodology for the trajectory is based on the calculation of future supply in conjunction with baseline data from Hampshire County Council. This includes projections for windfall sites, identified sites and the Major Development Area (MDA) for West of Waterlooville. It includes estimates for future development sites which are informed by the information in the 'Sources of Supply' section of this report. The total projected completions results from assessments of the likely contributions of various types of sites based on a Hampshire-wide methodology and do not, therefore, equate to the totals mentioned in the 'Sources of Supply' section of this report.
- 6.22 The trajectory includes an estimate that the West of Waterlooville MDA will provide 1600 completions in the Structure Plan period. Realistically 1600 dwellings would be the maximum which will come forward during this time, assuming completions start in 2006/07. Even if the development programme were delayed by 2 years (reducing the number of dwellings completed to 800), the City Council would still be exceeding its baseline requirement with an estimated figure of 7384 being built by 2011.

## Housing Trajectory 2005

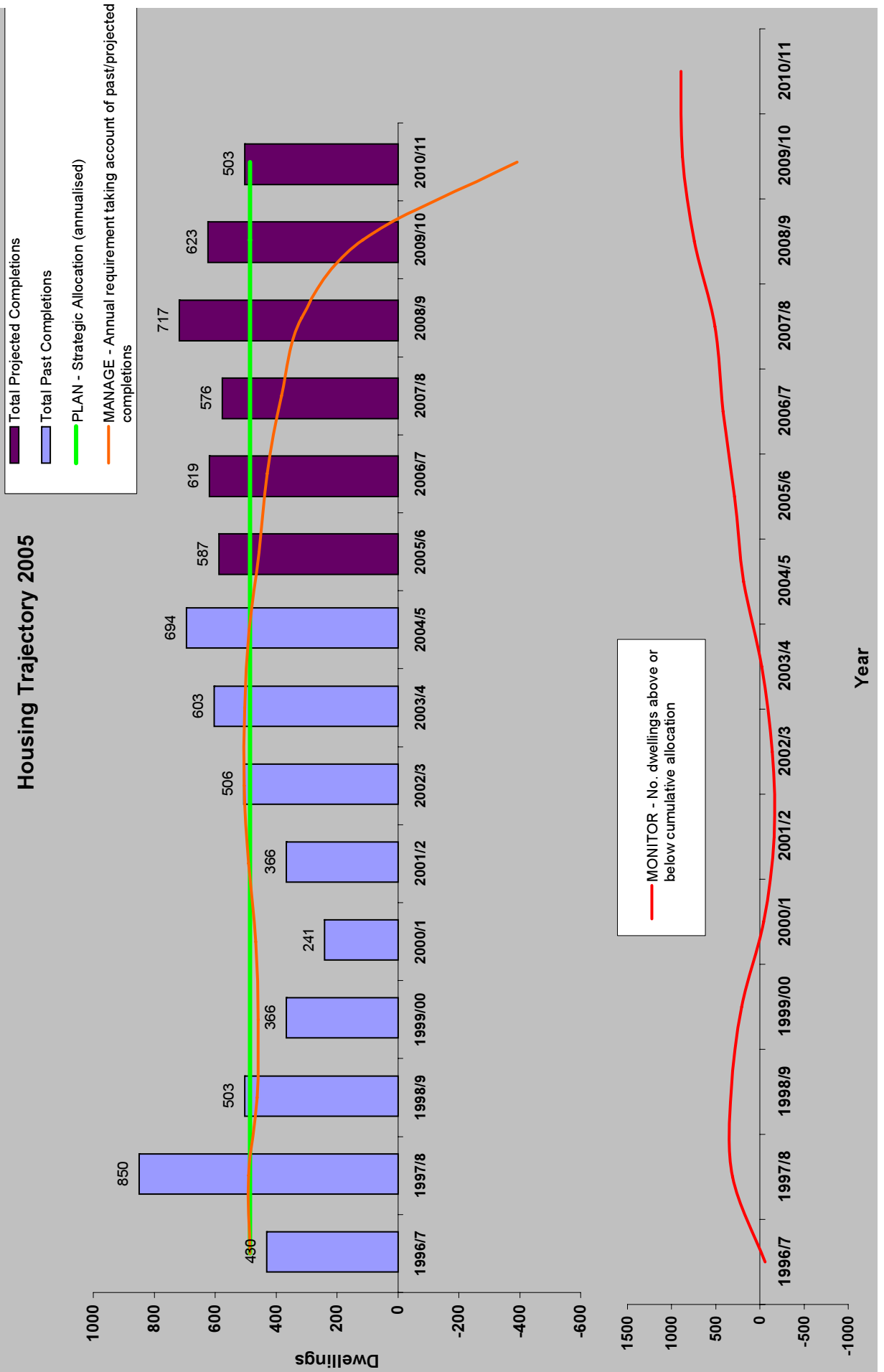


Table 2: Housing Projections

	1996/7	1997/8	1998/9	1999/00	2000/1	2001/2	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	TOTAL
<b>Total Past Completions</b>	430	850	503	366	241	366	506	603	694							4559
<b>Total Projected Completions</b>										587	619	576	717	623	503	3625
<b>Cumulative Completions</b>	430	1280	1783	2149	2390	2756	3262	3865	4559	5146	5765	6341	7058	7681	8184	
<b>PLAN - Strategic Allocation (annualised)</b>	486	486.3	486.3	486.3	486.3	486.3	486.3	486.3	486.3	486.3	486.3	486.3	486.3	486.3	486.3	7295
<b>MONITOR - No. dwellings above or below cumulative allocation</b>	-56	308	325	205	-40	-160	-140	-23	185	286	419	509	740	877	894	894
<b>MANAGE - Annual requirement taking account of past/projected completions</b>	486	490	462	459	467	490	504	504	489	455	429	381	316	116	-391	-894

## Completions

- 6.23 The Hampshire County Structure Plan Review (HCSPR) requires Winchester District to provide for 7295 dwellings in the period 1996-2011, as its minimum or "baseline" requirement. This works out at an average of 486 completions annually over the fifteen year period. In the longer term the baseline requirement will be set by the Regional Spatial Strategy (known as the South East Plan). The Structure Plan also contains 'reserve' housing provision to cater for potential increases in regional housing requirements, but none of this 'reserve' provision is currently released.

### Completions 2004 -2005

- 6.24 The total number of net completions in the district for the period April 2004 to March 2005 is 694. For the sixth year in a row the number of annual completions has risen. The trajectory (figure 1) highlights that the period 2004 -05 has produced the second highest number of completions during the Structure Plan period.
- 6.25 Of the 694 net completions in 2004 -2005, 164 (24%) were completed on identified Urban Capacity Sites, 281 (40%) on windfall sites, and 249 (36%) on sites allocated in the Local Plan. It should be noted that the 'windfall' figure includes dwellings completed outside the Local Plan Review's policy boundaries and development frontages, as well as replacement sites, as neither of these sources of supply are identified in advance or allocated by the Council. Table 3 details the breakdown of the completions since 2000.

Table 3: Residential Completions 2000-2005

Year	UCS	Windfall (including completions outside of the policy boundary and replacement sites)	Allocations	Total
2000/2001	79	73	89	241
2001/2002	116	104	146	366
2002/2003	166	82	258	506
2003/2004	109	176	318	603
2004/2005	164	281	249	694
<b>Total</b>	<b>634</b>	<b>716</b>	<b>1060</b>	<b>2410</b>

### Completions 1996 -2005

- 6.26 The total number of completions in the district between 1996 and 2005 is 4559. The trajectory in figure 1 shows the trends which have made up this figure, highlighting the dip in completions in 2000 – 2001 and the steady increase since then.
- 6.27 With a further 2736 dwellings to be provided by 2011, the average number of completions needed to meet the strategic requirement over the next six years equates to 456 dwellings per annum. This annual requirement is much lower than the completion rate that has been achieved over the last 3 years. It is acknowledged that the supply from sites allocated in the local plan will slow during the Plan period as Whiteley and Knowle are completed, although it will increase again when the MDA at West of Waterlooville starts providing completions.

## Sources of Supply

### Allocations

- 6.28 Local Plan Allocations (1998)

An estimated 1551 dwellings were allocated in the Winchester District Local Plan (1998) to come forward between 1991 – 2001. As at April 2005 1149 dwellings had been completed on allocated sites. Table 4 gives an overview of the position of all the allocated sites at April 2004.

Table 4: Status of housing allocations

Site	Included in Local Plan Review	Outstanding	Under Construction	Complete
Peninsula Barracks, Winchester			✓	
West Downs School, Winchester				✓
YMCA, Dean Lane, Winchester				✓
Whiteley Farm, Whiteley	✓		✓	
Whiteley Green, Whiteley	✓		✓	
Hill Coppice, Whiteley			✓	
Golf Course, Whiteley				✓
Knowle Hospital	✓		✓	
N. of Vears Lane, Colden Common				✓
Forest Road, Denmead	✓			✓
Mill Close, Denmead	✓			✓
Forest Road/Southwick Road, Denmead				✓
Durley Sawmill, Durley				✓
Morton House/Field, Kings Worthy				✓
Hookers Nursery, Main Road, Littleton				✓
S. of Greenacres Dr, Otterbourne				✓
Pigeon house Field, Sutton Scotney				✓
West of Waterlooville (WDLPR only)	✓	✓		

6.29 Table 5 details the number of completions on allocated sites during 2004 -2005 and table 6 shows the position on the remaining allocations yet to be completed. Details of the individual planning permissions for allocations are listed in the Schedules in appendix 1.

Table 5: Completions on allocated sites 2004-2005

ID	Location	Address	Net gain 04/05
	<b>Whiteley</b>		
2068	Whiteley	Whiteley Farm	103
	<b>Whiteley sub total</b>		103
	<b>Knowle</b>		
2162	Knowle	Knowle Hospital 2B	1
2163	Knowle	Knowle Hospital Phase 4	40
2164	Knowle	Knowle Hospital Phase 7	45
	<b>Knowle sub total</b>		82
	<b>Other allocations</b>		
1818	Denmead	North of Forest road	57
	<b>Total</b>		246

Table 6: Allocated sites not started or under construction

ID	Location	Address	Remaining Potential (including sections of allocations without planning permission)
	<b>Whiteley</b>		
1783	Whiteley	Land at Hill Coppice	2
2068	Whiteley	Whiteley Farm	60
	Whiteley	Whiteley Green	90
	Whiteley	Whiteley Remainder	35
	<b>Whiteley sub total</b>		187
	<b>Knowle</b>		
2164	Knowle	Knowle Hospital Phase 7	2
	Knowle	Remainder	91
	<b>Knowle sub total</b>		93
	<b>Total</b>		280

6.30 Revised Deposit Winchester District Local Plan Review (2003) allocations

The Local Plan Review carries forward the outstanding allocations from the adopted Local Plan, with the addition of Broadway/Friarsgate, Winchester (now known as Silver Hill) and the Major Development Area at West of Waterlooville. Since the Revised Deposit Plan was published, the number of dwellings estimated to be built at Silver Hill has increased from 100 to 280. The Major development Area at West of Waterlooville is expected to provide 2000 dwellings in total, 1600 of which are predicted to be completed by 2011.

6.31 A further four sites at Cheriton, Durley, Sutton Scotney and Waltham Chase have been allocated for mixed employment/residential use and could potentially bring forward between 50 and 100 additional dwellings.

**Urban Capacity Study**

6.32 In line with the requirements of PPG3, the City Council published the Urban Capacity Study in 2001. This sought to identify land considered to be 'good opportunities' within the settlements that could contribute to meeting the strategic requirement by 2011. It calculated that a potential yield of 2117 new homes could be provided within the Local Plan Review's defined built up areas. This section provides an update on the sites included in the Study, including sites which have been granted planning permission and those which have now been completed.

6.33 As of April 2005, there remains the potential for a further 1508 dwellings to come forward on the UCS sites, following the completion of 164 dwellings (net) during 2004-2005.

6.34 Past trends

The following table illustrates the progress made in developing sites identified in the UCS.

Table 7: UCS completions 2000 -2005

Year	Total Completions on UCS sites	% of Total Completions	Outstanding
2000 - 2001	79	33%	2038
2001 - 2002	116	32%	1888
2002 - 2003	166	33%	1735
2003 - 2004	109	18%	1672
2004 - 2005	164	24%	1508
<b>Total</b>	<b>634</b>		

6.35 This table illustrates that the number of dwellings completed on UCS sites and the proportion of total completions has increased in the past year, although the proportion of UCS completions is still lower than for the first three years of monitoring.

6.36 Predicted completions on UCS sites

When the Urban Capacity Study was first produced, an estimate of what each site could potentially yield was made based on the type of development expected on the site. It is important to note, however, that when planning permission is sought on a site identified with the UCS, the resulting permission could potentially be greater or less than that predicted in the Urban Capacity Study. This may be due to a higher density being achieved or other planning issues constraining the development of the land. Consequently, the 'Outstanding' figure seen in the table above takes into account the number of units completed in the previous year, plus any fluctuation in the potential yield due to planning permissions being granted.

6.37 Taking into account all the UCS sites that have received planning permission over the past 4 years, the total number of dwellings granted permission has risen from 748 (estimated in the UCS) to 796 (permitted at April 2005), an increase of 48.

6.38 As of April 2005, 150 dwellings have been granted planning permission on UCS and are yet to be completed.

6.39 The number of housing sites coming forward on UCS sites is significantly lower than was anticipated in the Study. However this failure to meet the target has been offset by the number of windfall (unidentified) sites which have been completed in the past year and continue to come forward (see below). The Urban Capacity Study did not make any allowance for windfall sites.



- 6.40 A review of the Urban Capacity Study will take place in conjunction with the pre-production stage of the Local development Framework Core Strategy. This work is due to commence in July 2006, although the outcomes will not be available in time to inform the next AMR.

#### Windfall Sites

- 6.41 Sites coming forward for development that were not originally identified either in the Local Plan or Urban Capacity Study are classed as 'windfall' sites and continue to provide an important source of housing supply within the District. All sites granted planning permission by the Local Authority will have met the requirements of national and local planning policy even though they were not identified previously as 'good opportunities' by the Urban Capacity Study or considered suitable for allocation in the Local Plan.

6.42 2004-2005 completions

During the period 2004-2005, 239 dwellings were completed on windfall sites. This is 34% of the total completions for the year and so has made a significant contribution to the housing supply.

6.43 Past trends

The 2004-2005 completion rate represents a significant increase on the previous 3 years as shown below in table 8.

Table 8: Completions on windfall sites 2000 – 2005

Year	Total completions on Windfall sites (excluding replacement dwellings and dwellings outside of the policy boundaries) from 2003/4	% of Total completions
2000 - 2001	73	30%
2001 - 2002	104	28%
2002 - 2003	82	16%
2003 - 2004	152	25%
2004 - 2005	239	34%
<b>Total</b>	<b>650</b>	

- 6.44 The fluctuations which have occurred in the quantity of dwellings completed on windfall sites show that there is no clear trend in the rate of windfall completions. Table 8 demonstrates that the number of windfall completions do make a significant contribution to housing supply in the district and the increase in the number of dwellings completed on windfall sites offsets the lower completion rate experienced on Urban Capacity Sites during the last financial year. The two sources of supply are derived from the same type of development opportunity, in compliance within Local Plan policies, with the only difference being that the UCS sites were identified by the City Council and the windfall sites were not. This rate of development across the two sources of supply and the outstanding supply with planning permission (630 dwellings) clearly shows that there is the capacity for such development opportunities to continue within the District within the Plan period.

#### Living over the Shop (LOTS)

- 6.45 Based on the Civic Trust methodology, derived from a report 'Dwellings Over and in Shops in London' (1998), it was estimated that a potential 109 dwellings could come forward within the main shopping area of Winchester between 2000 and 2011. Taking an average over the 11 years, it is predicted that 10 units will come forward per annum during the Plan Period and as such, the outstanding figure predicted as of April 2005 has fallen to 59.

#### Replacement dwellings

- 6.46 Policies contained within the Housing Chapter of the Local Plan Review allow for the renewal of housing stock within both the defined settlements and countryside. The completion data for each financial year includes replacement dwellings, and even though there is no overall net gain from the development, the existing dwelling may be demolished one year and replaced the next, skewing the completion figures slightly.
- 6.47 As of April 2005, the number of dwellings to be completed on sites where the loss had already taken place was 7. The loss on these sites has already been included in the net completion figure for the previous years and therefore the outstanding figure of 7 dwellings can be considered as a gain.

### Sites outside the policy boundaries

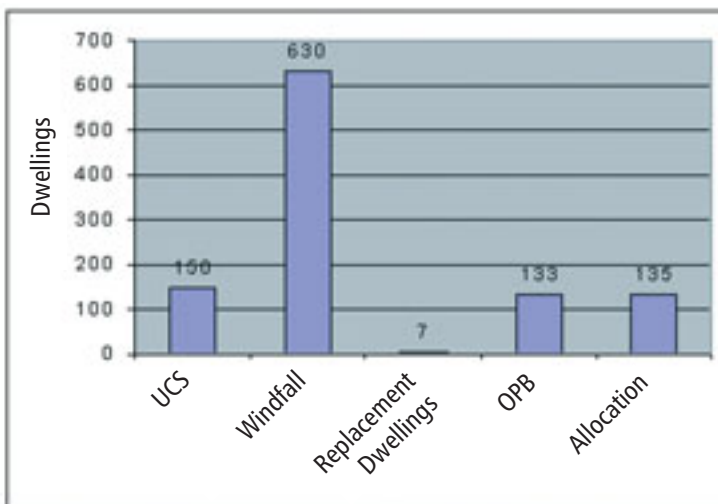
- 6.48 Local Plan policies presume against development within the countryside unless it accords with specific requirements of the Local Plan. Normally, sites granted planning permission outside of the defined built-up areas and development frontages are either through the replacement of existing housing stock (replacement dwellings) or residential accommodation for agricultural/forestry workers where a demand has been identified. The settlements to which Local Plan policy boundaries and development frontages apply changed between the adopted Local Plan (1998) and the Revised Deposit Local Plan Review (2003), with the number of H.2/H.3 settlements being reduced in the emerging Local Plan Review. Therefore, there are a number of developments which have been permitted under the policies of the adopted Local Plan in settlements which are classed as 'Outside Policy Boundaries' in the emerging Local Plan. This explains the relatively large number of permissions/completions on OPB sites over recent years, which will reduce as the policies of the emerging Local Plan overtake those of the 1998 Plan.
- 6.49 The number of completions within the countryside during 2004-2005 totalled 52 with a further 12 dwellings being lost. This leaves a net gain of 40 units for the year. Such a high loss of dwellings compared to those being completed illustrates that many of the permissions granted within the countryside are for replacement dwellings.
- 6.50 As of April 2005, there remain 133 dwellings (net) permitted and outstanding on sites granted planning permission outside the policy boundaries and development frontage.

### Development in the Pipeline

- 6.51 At April 2005, there were 1055 dwellings outstanding with planning permission, which equates to 39% of the remaining Structure Plan requirement (2736). The total number of dwellings in the pipeline has fallen slightly from 1190 at April 2004. However this is offset by the high number of completions which have taken place during the past year.

Figure 2 illustrates the sources of the outstanding permissions.

Figure 2: Development in the pipeline (with planning permission)



- 6.52 The breakdown of the supply in the pipeline in comparison to what was outstanding at April 2004 shows that there has been a sharp rise on windfall sites, illustrating the supply of land that has been created through the policies contained within the Local Plan Review. Typically these are small infill development opportunities, often created through the subdivision of existing curtilages, and the policies contained within the Local Plan Review have allowed new areas of developable land to come forward to aid the delivery of the strategic housing requirement. With regard to allocated sites, as there is a finite supply of dwellings from this source, and the outstanding supply in the pipeline will continue to fall as dwellings are completed.
- 6.53 The number of dwellings outstanding with planning permission at April 2004 represents 2.3 years of the annual completion rate needed to meet the outstanding baseline strategic requirement (456 dwellings per annum). However, within this requirement of 2736 dwellings, or 456 per annum, there is a requirement to provide for the Major Development Area at West of Waterlooville.
- 6.54 As there was no planning permission granted in respect of the MDA at West of Waterlooville at April 2005, the dwellings required in the MDA distorts the picture somewhat. A relatively modest number of non-MDA dwellings need to be provided by 2011, with the precise number depending on the level of development that is achieved in the MDA. With 1055 dwellings with planning permission at April 2005, there is ample development 'in the pipeline' to achieve non-MDA housing requirements. Even applying a non-implementation rate of 4.7% (based on past trends within the District) to this

supply would suggest that 1005 non-MDA dwellings will be completed on sites which already have planning permission, 6 years from the end of the Plan period.

### Land supply summary

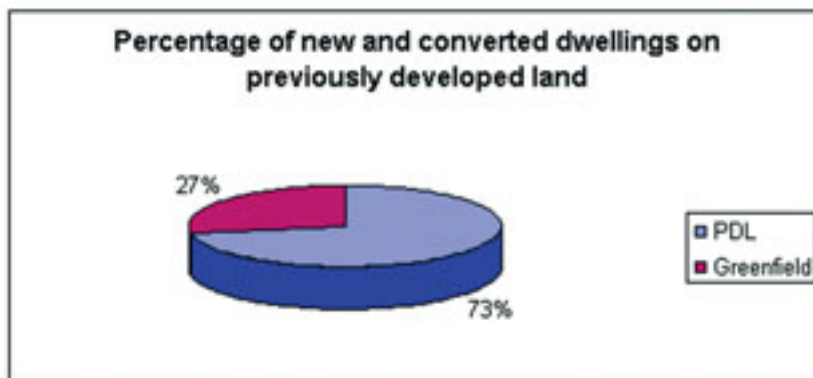
- 6.55 Given the high proportion of development already with planning permission, plus the outstanding potential on UCS sites, windfall sites and the Broadway/Friarsgate mixed-use development yet to come forward, it is expected that the number of completions on non-MDA sites will comfortably exceed the remaining non-MDA requirement of 736 dwellings by 2011. The only uncertainty relates to the number of dwellings likely to be developed at the West of Waterlooville MDA during the Local Plan Review period. It is currently expected that any shortfall in the delivery of 2000 dwellings at West of Waterlooville will be more than off-set by completions from other sources, achieving the full strategic requirement during the Plan period without the need for further greenfield allocations. This will continue to be monitored closely in future Annual Monitoring Reports.

### Previously Developed Land

#### **Core Indicator 2b: percentage of new and converted dwellings on previously developed land**

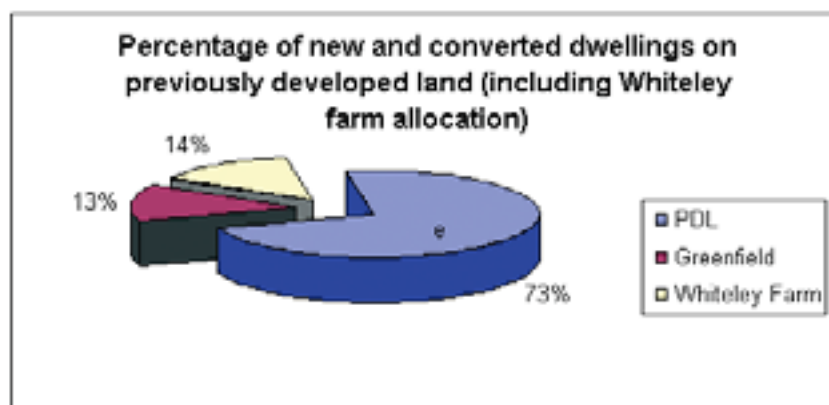
- 6.56 Since the publication of PPG3 in 2000, the City Council has sought to apply the principles of the revised guidance when permitting new residential permissions. National and regional guidance has set a target of 60% of all dwellings to be completed on previously developed land (PDL).
- 6.57 Figure 3 shows the percentage of completed dwellings (gross) provided on previously developed land during the period of 2004-2005.

Figure 3: Percentage of completed dwellings (gross) on previously developed land 2004-2005 (source: HCC)



- 6.58 When appraising the percentage of residential development on PDL, it should be noted that some of the completions for 2004-2005 were granted planning permission prior to 2000 and so were not subject to the PPG3 guidance. An example of this is the housing allocation at Whiteley Farm which has contributed a significant number of greenfield completions during the last monitoring year. As figure 4 shows, over half of the greenfield completions were contributed by the Whiteley Farm allocation.

Figure 4: Percentage of completed dwellings (gross) on previously developed land 2004-2005 (including Whiteley Farm) (source: HCC)



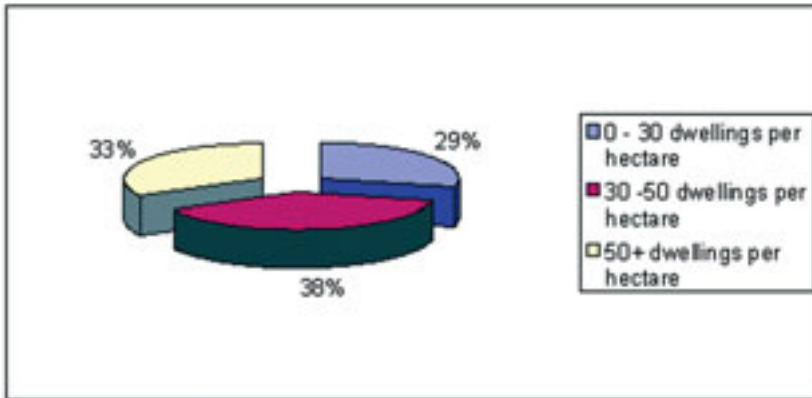
## Housing Density

### Core Indicator 2c: Housing density

- 6.59 PPG3 requires local authorities to avoid the inefficient use of land. It recommends that housing should be built at between 30 and 50 dwellings per hectare (net) with greater intensity of development sought at places with good public transport accessibility such as city, town, district and local centres or around major nodes along good quality public transport corridors.

Figure 5 shows the densities achieved on completed sites for 2004-2005.

Figure 5: Density of completed dwellings (gross) 2004-2005 (source: HCC)



- 6.60 The pie chart shows that 71% of completions were built at or above a density of 30 per hectare, with an average density of 44 dwellings per hectare. In calculating the density of each site the entire site area was used and rather than the net developable area; this will have a bearing on the statistics provided and therefore it is intended that future years' calculations will be based on the net developable area. A large proportion of the completions built at a density of under 30 dwellings per hectare are for single dwellings outside of the policy boundary (including replacement dwellings) and also the conversion of buildings to residential.
- 6.61 It should be noted that this is the first year in which accurate density information has been available. Therefore it is not possible to compare this to past trends.

**Objective:** To contain the settlements so as to protect their character and avoid the unnecessary loss of countryside by defining clear limits to the growth of settlements

- 6.62 **Policies:** Countryside protection (C14, H3), Gap policies (C3, C4, C5).
- 6.63 **Indicators:** Information on the amount of greenfield development is provided within the objective above, as a consequence of Core Indicator 2b (percentage of residential development on previously developed land). The information is given in the context of maximising brownfield development, however by implication, this minimises the unnecessary loss of countryside, as required under this objective.
- 6.64 It should be possible to derive data on the amount of residential development within Strategic and Local Gaps, by an analysis of permissions data. However, current monitoring systems do not capture this data and the practicalities of implementing such a change will need to be investigated further.
- 6.65 **Comment:** The Council will consider the benefits of deriving a Local Indicator for assessing development within Gaps and report on this issue in next year's AMR.
- 6.66 Data on the amount of residential development outside policy boundaries is already included in housing monitoring information, (see paragraph 6.48 above). The Council will consider whether this needs to be monitored in a different way, following the proposed replacement of Policy H3 with a criteria-based policy for residential proposals outside policy boundaries.

**Objective:** To control development within the settlements to prevent excesses and to promote the meeting of local needs, particularly for housing, employment, shopping and facilities.

- 6.67 **Policies:** Housing needs (H5-H7, FS8), business uses (E1, E2, W9, W10, W20, W21, RT12 and various site proposals), facilities and services (FS1, FS2, W11-W15, S7, S28, S36), recreation and amenity (EN2, EN3, RT1-RT5, W17, W18)

## Indicators:

### Housing Needs

- 6.68 The provision of sufficient affordable dwellings for the local community forms a key role in the Housing Strategy adopted by the City Council. The Housing Needs survey undertaken by David Coultie Associates in 2002 identified a need for 779 affordable dwellings to be provided within in the District annually. Through the Review of the Local Plan, the City Council has endeavoured to increase and improve the delivery of affordable dwellings throughout the District.

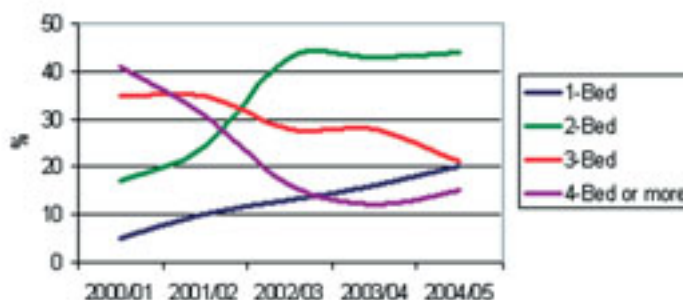
#### **Core Indicator 2d: Affordable housing completions – 131 gross (127 net).**

- 6.69 The total number of completed units for the period covered by this AMR is 131 affordable units (gross) and 127 affordable units (net). This is 18% of the total completions in the District for the year 2004-2005.
- 6.70 **Comment:** Proposal H5 of the WDLP seeks provision of a proportion of affordable housing as part of housing developments in accordance with the guidance in Circular 6/98. The requirement for affordable housing therefore applies on sites of 15 units (or 0.5 hectares) in the large settlements and 5 units (or 0.17 hectare) in the settlements with a population of less than 3,000. The proportion of affordable housing sought has been 30%, prior to the receipt of the Local Plan Review Inspectors' Report.
- 6.71 The 127 (net) affordable housing completions for the period 2004-05, falls far below the 779 needed, as identified by the David Coultie Report, representing some 18% of the total completions for the year. This suggests that the policy needs to be altered to increase the number of affordable housing provided. Accordingly, and with such a need for affordable housing identified, the Local Plan Review sought to reduce these thresholds to help meet the large need for affordable housing within the District, and to increase the proportion of housing sought. The changes were subject to objections to the Local Plan Review and so were only given limited weight in planning decisions. The Inspectors' Report was published in September 2005 and the Inspectors recommended the modification of the thresholds and percentages of the affordable housing policy, although not as much as proposed by the Council. These changes will be reflected in the 2006 Annual Monitoring Report and will provide a limited additional contribution to the City Council's aspirations to increase the proportion of affordable housing within the District.

#### **Local Indicator: Housing mix (percentage of new dwellings having either 1 or 2 bedrooms)**

- 6.72 Since adoption of Supplementary Planning Guidance 'Achieving a Better Housing Mix' in 2000, a target has been set of at least 50% of new dwellings built to be either 1 or 2 bedroom properties. In 2004/05 64% of completed new dwellings consisted of only 1 or 2 bedrooms.
- 6.73 Figure 6 illustrates the shift in the proportion of dwellings completed by number of bedrooms since the policy was introduced in 2000.

Figure 6: Percentage of completions by number of bedrooms: Winchester (Source: HCC)



- 6.74 Figure 6 shows that while in the initial years after the introduction of the housing mix policy there was a dramatic shift in the proportion of 1 and 2 bed dwellings completed in the district, this trend now appears to be stabilising in line with the policy. The number of 2 bed dwellings has increased from 17% in 2000-2001, to 43% in 2002 - 2003 and has remained at about this level (44% in 2004-05). The proportion of 1 bed dwellings is still continuing to rise steadily from 5% in 2000 - 2001 to 20% in 2004 - 2005. In contrast it is the proportion of 4 bed or more dwellings which have decreased the most (from 41% in 2000 - 2001 to 15% in 2004 - 2005).

Table 9: Proportion of completions by number of bedrooms

	1 – 2 Bedrooms	3 or more Bedrooms
2000-2001	22%	76%
2001-2002	34%	66%
2002-2003	56%	44%
2003-2004	59%	41%
2004-2005	64%	36%

6.75 Table 9 shows that the proportion of 1 and 2 bedroom houses continues to rise with a three fold increase in the past five years.

6.76 **Comment:** This policy is proving successful in achieving a greater proportion of smaller dwellings in the District. Population trends indicate a continuing need for smaller properties, and that when existing housing stock is taken into account, there is still a need for the provision of more small dwellings. Such properties are also valuable in terms of affordable housing, as they tend to be lower priced than larger properties. Accordingly, the WDLPR proposes to continue with this policy.

## Business Uses

### *Core Indicator 1a: Amount of Floorspace developed for employment by type -*

Table 10:

Use Class <sup>1</sup>	Completed gross internal floorspace (m <sup>2</sup> ) Jan 04 – Mar 05
B1	6188
B1–B8	15030
B1A	22306
B8	3054
B2	0
<b>Total</b>	<b>46558</b>

<sup>1</sup> A large proportion of the floorspace developed has been shown as being in the category 'B1-B8'. This is where planning permission has been granted for employment use within the range B1-B8, but the permission has not allocated the floorspace between these categories. In these circumstances it is not possible to determine the exact amounts of particular B class uses. For this reason, the figures given for separate B1, B1a and B8 permissions do not include the 'B1-B8' figures.

### *Core Indicator 1b: Amount of floorspace developed for employment type, in employment or regeneration areas defined in the LDF*

Table 11:

Use Class	Completed gross internal floorspace (m <sup>2</sup> ) Jan 04 – Mar 05
B1	4701
B1 –B8	13686
B1A	19585
B2	0
<b>Total</b>	<b>37972</b>

### *Core Indicator 1c: Amount and % of 1a, by type, on previously developed land*

Table 12:

Use Class	Completed gross internal floorspace (m <sup>2</sup> ) on previously developed land Jan 04 – Mar 05	Percentage of total completed gross internal floorspace (m <sup>2</sup> )
B1	2223	36%
B1 – B8	0	0%
B1A	1448	6%
B8	270	9%
<b>Total</b>	<b>3941</b>	<b>8%</b>

**Core Indicator 1d: Employment land available by type –**

(i) allocated sites without planning permission –	37.78 hectares
(ii) all sites in the District with planning permission and not started –	37.50 hectares
<b>total:</b>	<b>75.38 hectares</b>

**Core Indicator 1e: Loss of employment land in**

(i) employment/regeneration areas -	00.00 hectares
(ii) local authority area -	00.035 hectares

**Core Indicator 1f: Amount of land in 1e lost to residential development. – 00.035 hectares**

- 6.77 **Comment:** Although data has been collated by Hampshire County Council on employment issues for many years, it is difficult to make comparisons with previous figures. There are two reasons for this. Firstly, monitoring data used to be collected for the year January-December. For AMR monitoring, data needs to be collated for the period April-March. In this transition year to the new monitoring period, the information provided actually covers the period from January 2004-March 2005. Secondly, there is now a difference in the definition of 'completed' floorspace. In the past HCC, were counting 'completed' as being both physically complete and occupied. However the ODPM has issued definitions for the Core Indicators which means that 'complete' should now be physically complete, but not necessarily occupied.
- 6.78 A comparison of Core Indicators 1a and 1b shows that the majority of new business development was on sites allocated for employment in the WDLP. This indicates that sites have been available and provided where there is a demand for them.
- 6.79 Core Indicator 1c provides information on the amount of business development on previously developed land. The figures show that, overall, only 8% of business completions were on previously developed land. This is because a large majority of the new floorspace is on allocated sites that were previously undeveloped, such as at Whiteley. By comparison, completions within existing built-up areas such as Winchester, tend to be fewer in number (partially due to the competition for other uses such as housing in these areas) and also smaller in size.
- 6.80 Core Indicator 1d shows that there is considerable land available for development. Some of the sites allocated for business use in the WDLP have not been developed, however the Local Plan Review examined these sites and concluded that a need still existed, so they have been carried through to the WDLPR. A few of these sites have been changed to allow for mixed use development in future. This will be reflected in future figures, following the adoption of the WDLPR.
- 6.81 Sites Allocated for Employment in WDLP 1998

Table 13:

Site	Included in Local Plan Review?	Outstanding	Under Construction	Complete
Solent 1, Whiteley	✓		✓	
Solent 2, Whiteley	✓	✓		
W. of Whiteley Lane, Whiteley				✓
Little Park Farm, Whiteley	✓	✓		
Knowle Hospital,	✓	✓		
Claylands, Bishop Waltham				✓
Abbey Mill, Bishops Waltham	✓	✓		
Freeman's Yard, Cheriton	✓	✓		
W. of Main road, Colden Common	✓		✓	
Hillsons Road, Curdrige	✓	✓		
S. of Forest Road, Denmead	✓		✓	
Durley Sawmill, Durley	✓		✓	
Station Yard, Sutton Scotney	✓	✓		
E. of Winchester Road, Waltham Chase	✓	✓		

- 6.82 Core Indicator 1e shows that the District has not lost any employment land in designated employment sites to other uses in the 04/05 monitoring period. This implies that these sites were not surplus to employment requirements. Only 0.035 hectares of land has been lost from employment use in total in the District. This comprised only three small housing developments, consisting of one unit each. (Core Indicator 1f).

## **Facilities & Services**

### ***Core Indicator 4a: Amount of completed retail office and leisure development***

### ***Core Indicator 4b: Number and percentage of completed retail, office and leisure development in town centres***

- 6.83 **Comment:** Information is not currently available for this monitoring period on these two indicators. Historically, HCC have provided the Districts of Hampshire with information on this subject. However, this year, due to resource constraints, they have been unable to complete this data requirement in time for inclusion within the AMRs. The data will still be collated for this period and it is therefore planned to include the monitoring information for 2004/05 alongside the data for 2005/06 on this subject within next year's AMR.
- 6.84 The Council will also consider the merits of developing future Local Indicators on the amounts or changes of A1 (retail) and A3 (food and drink), within Primary Shopping Frontages and/or Town Centres, and also on losses of retailing. These issues will be reported on in the next AMR.

## **Recreation and Amenity**

### ***Core Indicator 4c: Number and percentage of eligible open spaces managed to green flag award standard***

- 6.85 **Comment:** The Council has not applied for any Green Flag Awards and does not keep data on the qualifying aspects.
- 6.86 Planning authorities are required to undertake a needs and demand audit of open space within their areas, according to PPG17. This should provide data on the availability and quality of open spaces. It may be possible to use this data to provide information to satisfy the requirements for this Core Indicator. However, the audit has not yet been undertaken and information is unlikely to be available in time for the next AMR.
- 6.87 The Council has been implementing an Open Space Strategy for many years, which seeks to improve the amount and quality of open space throughout the District. The Strategy contains detailed requirements for open space improvements at a local/parish level. Local Plan Policy RT3 requires developers to provide for adequate recreation in relation to their proposals. This entails either provision of facilities, or a financial contribution in lieu. The Policy has been operating successfully for many years and the Open Space Funding System has assisted Parishes to address the recreational deficiencies highlighted in the Open Space Strategy. The Council will consider the development of a Local Indicator to measure the facilities provided as an indicator of the success of policies and improvement in the quality of provision.
- 6.88 It is clear that further work needs to be carried out in this area, and the Council will report back further with progress on this issue in the next AMR.

**Objective:** To play a part in addressing broader environmental concerns by seeking to avoid the wasteful use of land, natural resources and energy, by careful control of the amount, type and location of development.

- 6.89 **Policies:** Pollution including air quality (EN14-EN17), Flooding & water quality/supply (EN13), Renewable energy (EN12, FS7), Biodiversity (EN10).

### **Indicators:**

### ***Core Indicator 7: Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.***

- 6.90 None in this monitoring period.

### ***Core Indicator 8: Change in areas and populations of diversity importance, including:***

- (i) change in priority habitats and species (by type); and***
- (ii) change in areas designated for their intrinsic environmental value, including sites of international, national, regional or sub-regional significance.***

- 6.91 The Winchester District Biodiversity Action Plan was published at the beginning of December 2005 as a consultation draft. This contains much useful information on biodiversity, ecology and landscape issues, including the status of SINCs. When this document is finalised, it should provide core data on the status of the environment as a basis for future monitoring.



**Core Indicator 9: Renewable energy capacity installed by type.**

- 6.92 **Comment:** There is currently no means of monitoring this indicator. Many renewable energy schemes do not require planning permission from District Planning Authorities and it would only be possible to monitor those which do require it. SEERA acknowledge that there is an information vacuum in this area and are currently investigating ways of improving this. The Council will consider how best to develop monitoring in this field in the light of further guidance from SEERA and liaison with other Districts in Hampshire and the County Council. As this indicator is concerned with large developments such as wind farms and biomass schemes, it is unlikely that there will be many new schemes to report on a yearly basis and so it is considered that a 3 or 5 year report may be more useful in this field.

**Objective:** To enable facilities to be provided locally and to aim towards a better balance of land uses so as to control the demand for travel and to prevent development which locks the District into ever-increasing use of the private car.

- 6.93 **Policies:** Minimising car use and promotion of Integrated Transport Network (T1, T4, T5, T6, T8, T9, W22), park and ride (W23), Traffic management and environmental improvement (T7, T10, T11, T12, W24, W28, W29, S12), reduction in car parking provision (W25, W26, W27)

**Core Indicator 3a: Number and percentage of completed non-residential development within Use Classes A, B & D, complying with car-parking standards set out in the LDF.**

- 6.94 Not available for this monitoring period.
- 6.95 **Comment:** Data has not been collected on this factor until now. It should be possible to obtain this data from information on planning permissions, which could be compared with current parking standards. Hampshire County Council is in the process of amending their monitoring system, so that this data will be available for future years.

**Core Indicator 3b: Number and percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment areas and a major retail centre.**

- 6.96 Not available for this monitoring period.
- 6.97 **Comment:** Hampshire County Council and Winchester City Council are liaising over the development of an accessibility model linked to monitoring of new developments to provide this data for future years.

**Objective:** To enable the provision of infrastructure and facilities to catch up with past levels of growth, by gradually reducing the rate and level of development and promoting the improvement of services.

- 6.98 **Policies:** infrastructure provision (FS3, FS4), new & improved footpaths, bridleways, cycleways (RT6, RT7, S9, S25, W30, W31), New road schemes (T2, T3, T13)
- 6.99 **Comment:** Few policies have been included under this objective, as the objective has not been continued with in the Local Plan Review, as it is considered to be covered within the other WDLPR objectives. The provision of infrastructure in the wider sense is covered under other policies such as those relating to recreational and open space provision or the provision and retention of local facilities. Policies relating to many of the specific infrastructure improvement schemes, as related above have been continued with in the WDLPR, where they are still relevant.



### Future AMRs.

- 7.00 As explained in the Introduction, the WDLP 1998 is currently the statutory plan for the Winchester District. That document contains the planning policies that have been monitored for this first AMR. The WDLPR (the Review Plan) is programmed to be adopted by the Council as the statutory planning document for the District by July 2006. This means that the 1998 Plan will continue to be the statutory plan for the second AMR, as that report will cover the period from 1st April 2005 – 31st March 2006.
- 7.01 The planning policies monitored for the 2006 AMR will therefore be those within the 1998 WDLP. However, it is the case that the policies within the Review Plan are increasingly being used for development control purposes. Their use and 'weight' in decision-making has increased since the publication of the Inspectors' Report into the WDLPR in September 2005. Since that time, the Council has effectively been using the policies in the WDLPR, as endorsed by the Inspectors. This could raise issues for the 2006 Monitoring Report, and it is proposed that the 2006 AMR concentrates on those policies within the WDLP that are to be continued with the in Review Plan, but includes some WDLP information where necessary.
- 7.02 The third AMR will cover the period from 1st April 2006 – 31st March 2007. In this period, the statutory policies will change from those within the 1998 WDLP to those within the WDLPR (between July 2006 and March 2007). As the WDLP policies will therefore have been largely superseded by this time, it is proposed that the 2007 AMR concentrates on the Review Plan only as effectively being the statutory plan for the whole of that period. This approach will have to be agreed by GOSE before it is pursued.
- 7.03 Following the third AMR, the WDLPR will contain the statutory planning policies for the District, until they become superseded. This is likely to happen firstly with the Core Strategy in mid-2009. The WDLPR will therefore continue to contain the policies that will form the basis of the 2008 and 2009 AMRs.

### Developing monitoring systems.

- 7.04 It is clear from the analysis in Part Two, that there are considerable information gaps in the Core Indicators. The Council will investigate the best means of addressing these gaps. It is hoped that the Council will have information for all the Core Indicators by the next AMR, with the exceptions of the Core Indicators on Open Space, Renewable Energy and possibly Biodiversity. If it is not possible to provide these indicators in next year's report, the AMR will at least explain why this is the case and outline proposals for addressing these issues.
- 7.05 In addition to the Core Indicators, the Council will be looking to develop more Local Indicators. These will be tailored to the policies of the Council, so would be able to provide a more direct means of monitoring these policies than some of the Core Indicators do. This would also enable analysis of some issues that the Core Indicators do not cover.
- 7.06 The emphasis on measuring performance by means of numerical indicators and looking at indicators in isolation, can overlook and simplify the role of cause and effect in producing outcomes. Further work therefore needs to be undertaken to develop and refine meaningful Local Indicators for future monitoring. Contextual Indicators will also have a role here. They provide information on outcomes which may be the result of a number of different policies (and outside factors) working together. As such, they may not provide a direct means of monitoring a policy, but a group of such indicators (known as an 'indicator bundle') should give an indication as to whether policies are having an overall beneficial effect. There are many Contextual Indicators that could be used. The Council will have to consider carefully which Contextual Indicators should be used in the AMR. These types of indicators will also have a role in building up a profile of the District by providing basic demographic and socio-economic information. Changes in this data can then be seen over time. It is proposed to introduce some Contextual Indicators and District Profiling information in next year's AMR, and more may be added in future years.
- 7.07 The Council is considering the use of the Audit Commission's Quality of Life Indicators at a corporate level. These may well also prove useful for monitoring of the LDF.
- 7.08 Finally, the effect of policies on sustainability criteria also needs to be addressed for future reports (the so-called 'significant effects'). This area is likely to develop further in future years as Sustainability Appraisal and Strategic Environmental Assessment become an integral part of the planning process. Further government guidance is expected on this issue.
- 7.09 Paragraphs 2.1 – 2.3 explain how the statutory planning policies for the area are changing. It can be seen that there are difficulties in developing meaningful indicators for the adopted Winchester District Local Plan (1998) at this time. The WDLPR contains some different policies (although some are the same) and has a much greater emphasis on sustainability issues. The WDLPR also contains policies related to the goals of PPG3 and PPS1, such as an emphasis on achieving more

efficient use of land and design-led schemes. Due to the difference in emphasis of the Plans, it may be difficult to provide continuity of monitoring data in some cases. As the WDLP is going to be superseded soon, the Council will concentrate on developing Indicators that can also be used with the WDLPR and also with policies likely to be developed under the LDF.

### **Local Development Framework.**

- 7.10 Local Development Documents will soon be started under the LDF. These will be prepared in a different manner to previous planning documents and will encompass wider issues under the new 'spatial planning' regime. Future Development Plan Documents will be produced using the 'Objective – Policy – Target – Indicator' approach. This will improve monitoring. The development of targets and indicators will be an integral part of policy development and considered at an early stage, rather than after policies have been formulated. The development of appropriate targets and indicators will be considered alongside the development of policies. Targets and indicators should therefore be well related to the actual Policies being monitored. In the future information will be gathered having these specific Targets and Indicators in mind, and should therefore provide a better measure of the effectiveness of policies.
- 7.11 Monitoring has assumed greater importance under the new spatial planning system. It is one of the tests of soundness of a Development Plan Document that adequate provision for monitoring is provided for within the document. The government expects that all planning policies should be capable of being monitored.

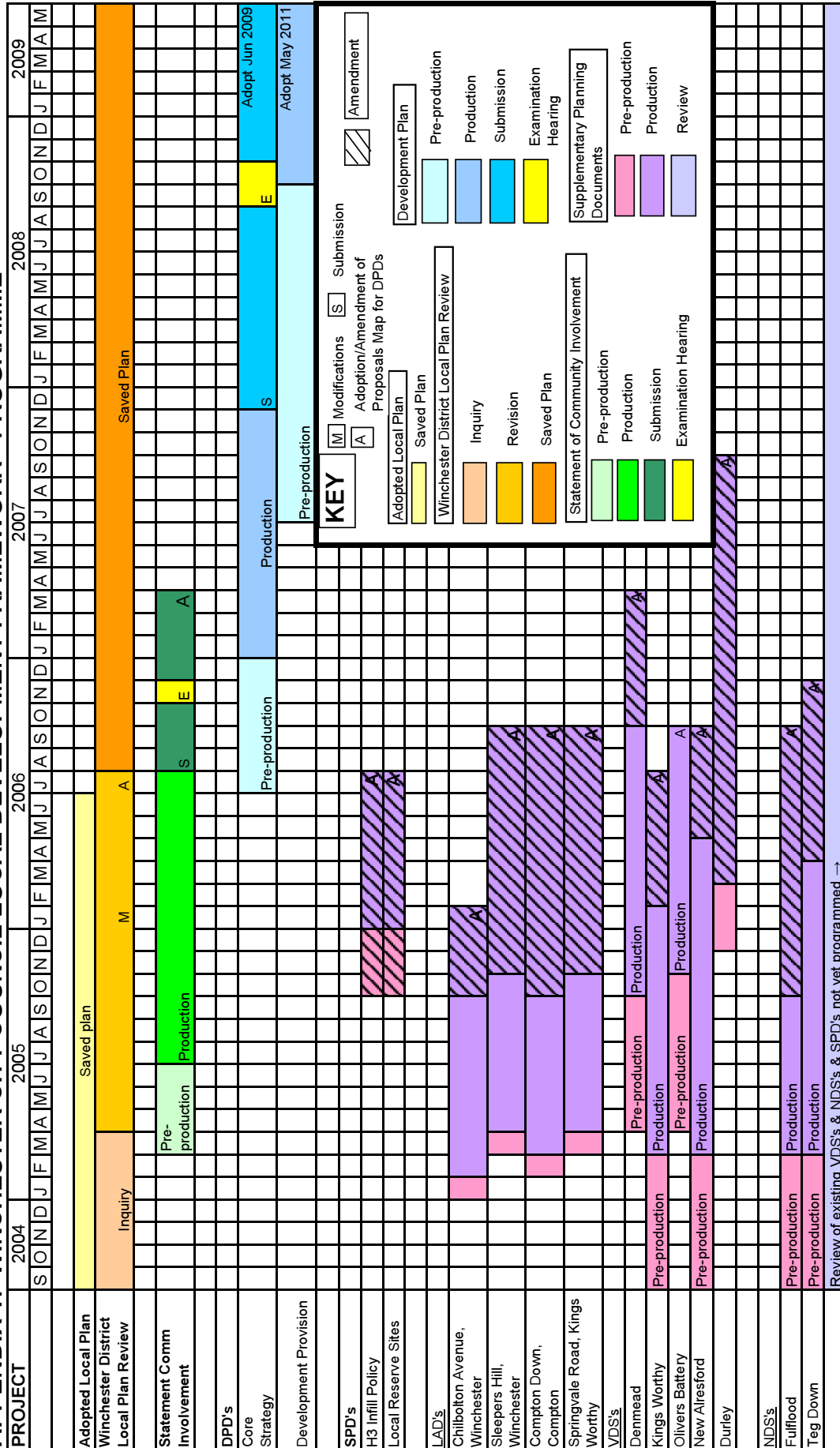
### **CONCLUSION**

- 7.12 The new planning system provides new challenges for local authorities. More resources will need to be spent on monitoring and a great deal of work needs to be undertaken to develop better monitoring systems. Winchester's first LDF AMR satisfies the Government's basic requirements for its production. It provides a useful starting point in the development of a thorough monitoring system for the LDF. There are information gaps within it, but the AMR does identify these and suggests ways to improve monitoring in future. The Council will report back on progress on the issues identified in Part Two in next year's Monitoring Report.
- 7.13 The range of monitoring data collected will need to be increased in future. The Council will be liaising with other authorities in Hampshire to develop indicators and to possibly share some of the information-gathering. Hampshire County Council has traditionally undertaken a great deal of monitoring on behalf of the Hampshire District Councils. This role is planned to continue, and may expand. A Service Agreement is currently under negotiation with HCC and the Hampshire Districts to ensure this. Information exchange with other bodies, such as the Environment Agency, needs to be improved in future and new liaisons with bodies such as local Health Authorities may need to be developed.

# APPENDIX ONE:

## REVISED LOCAL DEVELOPMENT FRAMEWORK PROGRAMME

### APPENDIX 1: WINCHESTER CITY COUNCIL LOCAL DEVELOPMENT FRAMEWORK - PROGRAMME





### Business Development

Indicator	Result &/or Commentary		
1a. Amount of floorspace developed for employment by type.	Use Class	Completed gross internal floorspace (m <sup>2</sup> )	
	B1	6188	
	B1 –B8	15030	
	B1A	22306	
	B8	3054	
	B2	0	
	<b>Total</b>	<b>46558</b>	
1b. Amount of floorspace developed for employment by type, in employment or regeneration areas defined in the LDF.	Use Class	Completed gross internal floorspace (m <sup>2</sup> )	
	B1	4701	
	B1 –B8	13686	
	B1A	19585	
	B2	0	
	<b>Total</b>	<b>37972</b>	
1c. Amount and % of 1a, by type, on previously developed land	Use Class	Completed gross internal floorspace (m <sup>2</sup> ) on previously developed land	Percentage of total completed gross internal floorspace (m <sup>2</sup> )
	B1	2223	36%
	B1 – B8	0	0%
	B1A	1448	6%
	B8	270	9%
	<b>Total</b>	<b>3941</b>	<b>8%</b>
1d. Employment land available by type.	(i) allocated sites without planning permission – 37.78 hectares (ii) all sites in the district with planning permission and not started – 37.5 hectares total: <b>75.38 hectares</b>		
1e. Losses of employment land in (i) employment/regeneration areas, and (ii) local authority area.	(i) 0.0 hectares (ii) 0.035 hectares		
1f. Amount of land identified in 1e lost to residential development.	0.035 hectares		

## Housing

Indicator	Result &/or Commentary
2a. Housing trajectory showing:	
(i) net additional dwellings since start of plan period;	4559
(ii) net and gross additional dwellings for current year; 694 net additional dwellings	735 gross additional dwellings
(iii) projected net additional dwellings to end of relevant DPD period (i.e. HCC Structure Plan);	3625 net additional dwellings
(iv) annual net additional dwelling requirement;	486 annual net additional dwellings
(v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous years' performances.	456 net additional dwellings
2b. % new and converted dwellings on previously developed land (using gross dwellings).	73%
2c. % new dwellings completed (gross) at (i) less than 30dph (ii) 30 – 50 dph; and (iii) above 50 dph.	(i) 29% (ii) 38% (iii) 33%
2d. Affordable housing completions (gross & net).	131 gross completions 127 net completions

## Transport

Indicator	Result &/or Commentary
3a. Number and % completed non-residential development within Use Class Orders A, B & D, complying with car-parking standards set out in the LDF.	Not available for this monitoring period. HCC setting up monitoring system to provide this data for future years.
3b. Number and % new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, areas of employment and a major retail centre.	Not available for this monitoring period. HCC & WCC liaising over development of accessibility model linked to monitoring of new developments to provide this data for future years.

## Local Services

Indicator	Result &/or Commentary
4a. Amount of completed retail, office, and leisure development. (Gross internal floorspace in UCOs B1(a), A1, A2 and D2) [trading space for A1].	Not currently available for this monitoring period. HCC have been unable to complete this data requirement this year due to resource constraints. However, data should be available next year which will also be backdated to cover this monitoring period.
4b. Number and % of completed retail, office and leisure development in town centres	Not currently available for this monitoring period. Completion of this indicator relies on the information for 4a being available, so should also be available next year.
4c. Number and % of eligible open spaces managed to green flag award standard.	None in this monitoring period. Alternative Local Indicator of quality of open spaces needs to be developed for future years.



## Flood Protection and Water Quality

Indicator	Result &/or Commentary
7. Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.	None in this monitoring period.

## Biodiversity

Indicator	Result &/or Commentary
8. Change in areas and populations of diversity importance, including: (i) change in priority habitats and species (by type); and (ii) change in areas designated for their intrinsic environmental value, including sites of international, national, regional or sub-regional significance.	Data is not directly available for this indicator. Information is provided on the amount of habitat and species and the amount of areas designated for their environmental value. The Council is liaising with EA and HWT on how to develop monitoring information for future years.

## Renewable Energy

Indicator	Result &/or Commentary
9. Renewable energy capacity installed by type. No data is available.	A suitable monitoring system for this indicator needs to be developed.

