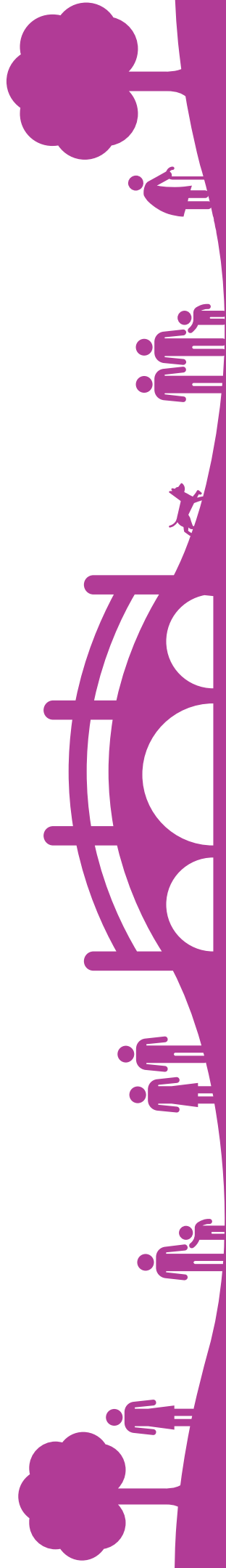


BUILDING

A BETTER FUTURE



FOREWORD



**Councillor
Elizabeth Lloyd**

Cabinet Lead for
Local Plan,
Environment and
Water Quality

The world around us is changing radically. The effects of climate change, the aftermath of the pandemic, and the advances in technology which can provide alternative forms of transport and energy, are all changes to which we need to adapt.

Climate change is the biggest crisis the world is facing today. This change is happening locally as well as globally, and we all need to play our part in reducing harmful emissions. We are at a critical point to best influence positive change.

Work is underway to develop a Local Plan. This is a key strategy which will define development in the borough of Havant and also confront the challenges of climate change. The Local Plan will address multiple needs - housing, industry, transport, the environment, heritage and more.

Anticipating and fulfilling the needs of the borough, as well as addressing the urgent environmental issue of reducing our carbon footprint, are reliant on a significant volume of existing and original research from a variety of parties. Critically, it also requires feedback from residents and businesses, as it progresses, in order to adapt where possible, to reflect local need and sentiment.

This Local Plan will be integral in ensuring we have the right homes for our residents and that we can meet local need. It will redefine townscapes and help provide a relevant and varied offer, and it will support businesses through ensuring the right facilities are developed to meet local employment need.

We want to hear how you believe our Local Plan – entitled Building a Better Future - should address the key challenges we face. This consultation document sets out the direction we believe the Local Plan will take. We value your thoughts and welcome feedback on the approach taken.

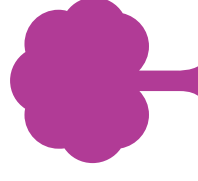
I urge everyone with an interest in the borough to engage with the creation of our Local Plan. Your engagement will help us secure positive and long-lasting changes that best support local communities and businesses, while at the same time address the pressing need to protect and enhance the natural environment.

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INTRODUCTION

The Building a Better Future Plan is a key strategy for everyone who lives, works, visits or invests in Havant Borough. It sets out the vision for the Borough's future and how we will collectively meet the challenges ahead. Putting this plan together represents an opportunity to set a fresh direction for how we balance the need to develop and provide the homes and jobs that the Borough needs whilst ensuring the surrounding environment isn't harmed.



THE LOCAL PLAN FOR HAVANT BOROUGH

The Building a Better Future Plan will be the Local Plan for Havant Borough. Local plans are at the heart of the planning system and every local authority in England is required by Government to prepare one. The local plan addresses the needs and opportunities for development in an area setting out how much, what type and where development will take place over at least a 15 year period. It also sets out how development should take place, what infrastructure is required to support development and how harm is avoided.

Once finalised, the local plan will carry great weight in making decisions on planning applications. As a result, anyone who wants to influence decisions on how much development comes forward, where it should take place, and what form it should take should become involved in the preparation of the Building a Better Future Plan.

The Council's Corporate Strategy sets out the importance of the local plan in achieving the Council's overall purpose of enhancing the lives of our residents, businesses and visitors. It is also considered integral to implementing other Council strategies.

The Council's Climate Change and Environment Strategy provides a clear statement of the Council's environmental objectives and identifies priorities that will drive action within the Borough. This includes ensuring that the local plan contains policies which minimise emissions from new development and contributes to a goal of zero net emissions from the Borough by 2050.

Additionally, the Council's Regeneration and Economy Strategy sets out the economic case and opportunities for redevelopment and investment across the Borough. It highlights how the Council will target intervention to have the greatest impact. The Local Plan is key to implementing this strategy, including policies which identify key development sites and highlighting how development schemes should be implemented.



THE NATIONAL PLANNING SYSTEM

Like every local plan in the country, the Building a Better Future Plan has to be prepared in line with a number of regulations and national policies which cover the process of preparing the plan and required supporting documents. These regulations are more detailed for certain topic areas than others, particularly around the environment.

Whilst a local plan has to be unique and specific for the area it covers, it has to do so in line with a large amount of national rules and regulations. The Government has published the National Planning Policy Framework (NPPF) which sets out key topics that all local plans must cover and key requirements that it has to address.

The most significant and wide reaching is the Government's Standard Method which has to be used to calculate the need for new housing.

This must be the starting point for the local plan's approach to housing development, which is explored in later sections of this discussion document.

Within this discussion document, we've pulled out the key elements of the NPPF, though to get a full picture of how the Building a Better Future Plan will need to fit with Government's requirements, we would recommend that you read through the NPPF yourself.

The Government is proposing reforms to the plan making system through the Levelling Up and Regeneration Bill, which is currently progressing through Parliament. There are a number of reforms which could impact on the preparation of the Building a Better Future Plan. However, under the proposals as currently set out, local plans would remain. As such, the Council intends to continue pushing forward with the preparation of the Building a Better Future Plan whilst the reforms are finalised and will refine the plan at a later stage if necessary.



BECOMING INVOLVED IN THE BUILDING A BETTER FUTURE PLAN

The Building a Better Future Plan is for everyone and so it is essential that it is informed by as wide a range of views and information as possible. We use a mailing list to make sure that anyone who is interested in the local plan stays up to date with its progress. You can sign up through our website at **www.havant.gov.uk/localplan**. If you do not have access to email, you can write to us and ask to be sent postal notifications; our address is on the back cover of this consultation document.

The next stage is for the plan to be fully developed before it is consulted on. The plan itself will include a set of policies and development allocations designed to address the issues set out in this discussion document.

HOW THIS CONSULTATION DOCUMENT IS SET OUT

This document is not a draft of the Building a Better Future Plan; rather it is a discussion paper that explores the key issues. It recommends the approach we think should be taken and sets out questions over how to address the issues.

There are a series of topics that are explored. For each one, the national policies and regulations that apply are set out followed by any local evidence or policies that are in place. The proposed approach for the Building a Better Future Plan is set out with the kinds of policies that we would propose are in the plan. For almost every area, there are some things that limit what we can do and so these are also set out to help you respond to the consultation.

Where we think there is only one reasonable thing to do, we provide a reason why. Before we prepare the Building a Better Future Plan, we would like your views about our recommendations in this discussion paper and several questions.



A CALL FOR SITES

As part of this consultation we are seeking suggestions of sites which could be used to deliver the Building a Better Future Plan.

Sites will be needed for different kinds of development. Sites are also required for environmental mitigation, for which there is now a flourishing market in South Hampshire.

If you are a landowner or developer who would like to suggest a site, please use our Call for Sites form. It is essential that we have the most up to date information about sites, including timescales for when they may come forward and the necessary mitigation measures that might be needed, particularly where these might be off-site. As such, even if you have sent us information on the site before, please do so again, completing the necessary forms comprehensively.

HOW DECISIONS ON PLANNING APPLICATIONS WILL BE MADE WHILST THE BUILDING A BETTER FUTURE PLAN IS BEING PREPARED

England has a plan-led planning system, meaning that decisions on planning applications should ideally be made in line with an up-to-date local plan. However, this ideal scenario is not one that is available to Havant at this point in time.

The current local plan was adopted in 2010 and 2014 and so at this point is out-of-date as national policy has changed. This is particularly so for the first part of our current local plan – the Core Strategy – this pre-dates the introduction of the NPPF, which changed the national planning system, particularly the approach to how much development is needed in any one place. In addition, the NPPF does not allow us to prevent development on the basis of prematurity unless very exceptional circumstances are met, which is not the case for the vast majority of planning applications we receive.

Additionally, in the last few years, there has not been enough new homes built in Havant Borough to meet the need by a significant margin. As a result of this, when deciding that a new local plan was needed, the Council also adopted the Housing Delivery Position Statement. This sets out how the Council will work with developers to progress schemes for new housing sites whilst the new plan is being prepared. As fewer homes have been built than are needed, this does mean having to consider housing development, even on sites that are extremely heavily constrained or which have been rejected for development in the past.

This is one reason why the Council is looking to develop the Building a Better Future Plan as quickly as possible, so that decisions can be made with the benefit of an up-to-date local plan. Once the plan is at the next stage of its preparation, it will start to have some weight in making decisions on planning applications.

HOW DOES THIS

CONSULTATION WORK?

Whilst we are still gathering most of the evidence, we feel it is important to gather your views at this stage before the strategy is finalised and detailed policies are written. Your views will help us to draft the plan itself and establish the priority areas for it to address.

There is a series of questions which we would particularly value your views on which are available alongside this discussion document.

Alongside the Building a Better Future Plan will be a number of statutory assessments. These are principally the Sustainability Appraisal and the Habitats Regulations Assessment. We have prepared initial assessments, associated with the ideas explored in this discussion paper and these are available as part of the consultation.

HOW THE BUILDING A BETTER FUTURE PLAN WILL BE PREPARED

As set out above, there are certain stages in preparing a local plan which need to be followed. There are also supporting assessments which will inform the contents of the plan as well as other evidence base, studies and strategies.

Once the Council finalises the strategy and the policies which support it, further consultation will take place. The plan will then be subject to an examination by an independent planning inspector to ensure that it meets the Government's tests for a local plan.

OCT 2022
Reg 18 Consultation

SPRING 2024
Submission

WINTER 2023-2024
Pre-submission consultation

SPRING 2025
Adoption

VISION AND OBJECTIVES

The Corporate Strategy 2022-2025¹ provides the overall vision for the Building a Better Future Plan, which is to enhance the lives of our residents, businesses and visitors.

This strategy is to be achieved through six themes which will deliver the Council's priorities:

An environmentally
aware and cleaner
borough



A safe environment,
healthier and more
active residents



A thriving local economy



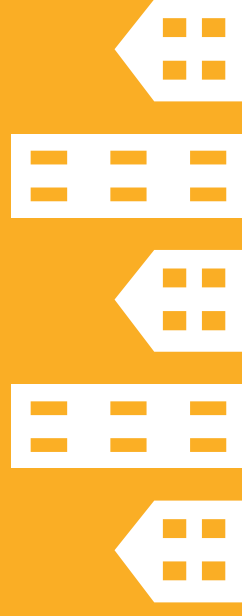
A revitalised borough with
infrastructure that meets
our ambitions



A responsive and
commercial
council



A quality home for all.



These in turn have informed the Objectives for the Building a Better Future Plan, which follow.

AN ENVIRONMENTALLY AWARE AND CLEANER BOROUGH

Minimise the climate impact from and on new development including by reducing energy demand through the sustainable location, design and construction of new development.

Focus transport improvements on walking, cycling and public transport rather than the private car and providing easy connections for walking and cycling between people and places.

Move from protecting our natural environment to pursuing a net gain in biodiversity in line with the new Environment Act.

Minimise the impact of development on all types of natural resources.

Links to: Climate Change; Transport & Communication; Biodiversity Net Gain; Local Nature Designations and Pollution

A SAFE ENVIRONMENT, HEALTHIER AND MORE ACTIVE RESIDENTS

Secure high quality development design and layouts that support the wellbeing of all residents, encourage active lifestyles and foster a sense of place and community.

Provide safe, easy access to recreation and leisure facilities, children's play areas and outdoor spaces to support physical and mental health and boost wellbeing.

Make choices about development locations and protection schemes that avoid or minimise the risk of flooding.

Links to: High Quality Design; Healthy & Safe Communities; Climate Change; Flood Risk; Transport & Communications; Landscape; Heritage; Green Infrastructure; Sport and Recreation

A THRIVING LOCAL ECONOMY

Secure business and employment growth in the Borough by identifying appropriate and sufficient employment land which will attract businesses and create new jobs, particularly in the advanced manufacturing and engineering sectors.

Facilitate delivery of the Freeport Tax site at Dunsbury Park including a new skills and innovation centre for Leigh Park.

Protect and enhance the Borough's key existing employment areas.

Links to: Regeneration; Employment & Economy



A REVITALISED BOROUGH WITH INFRASTRUCTURE THAT MEETS OUR AMBITIONS

Ensure that infrastructure delivery is fully considered, and provided alongside new development to deliver safe, healthy and vibrant communities.

Ensure that opportunities for active travel are incorporated into new developments, integrating them into the Borough's existing communities.

Provide a sustainable and vibrant future for the town centres and Hayling seafront, whilst improving residents' quality of life and protecting the Borough's environmental assets and coast.

Links to: Infrastructure; Transport & Communications; Regeneration; Landscape; Flood Risk; Habitats Regulations and Local Nature Designations

A RESPONSIVE AND COMMERCIAL COUNCIL

Take an active role in the development opportunities to deliver sites, in particular regeneration in our town centres and at Hayling Island seafront, setting out where the Council will use tools such as development agreements and compulsory purchase to focus on the delivery of the most sustainable development sites in the Borough.

Links to: Regeneration; and Retail and Town Centres



A QUALITY HOME FOR ALL

Address the need for housing as a basic human right, helping future generations to have the access to an affordable high quality home that has been the case in the past. This will need to be done in a sustainable manner recognising the environmental constraints that exist in Havant Borough, though acknowledging that with a limited number of sites available for development, robust solutions to overcoming site constraints will have to be found.

Maximise development within the urban area, though acknowledging that extensive greenfield development will also be needed to address the need for housing.

Provide a choice of housing which meets the varied needs of residents, including the specific needs of different groups in the community.

Links to: Housing Delivery; Regeneration; the Use of Land and Densities; Homes for All; Gypsy and Traveller; Healthy and Safe Communities; Habitat Regulations; Local Nature Designations; Landscape and Flood Risk

DEVELOPMENT STRATEGY

Building on the objectives in the previous section, the Building a Better Future Plan will set out the local priorities for the use of land to 2040, and possibly beyond. It will become the strategy which guides the quantity, pattern and quality of development during that period.

HOW MUCH DEVELOPMENT

In preparing the Building a Better Future Plan, the council is committed to doing everything it can to meet the development needs of the borough. It will leave no stone unturned to identify sufficient land for 516 homes per year.²

The need for employment land will be assessed, and opportunities for new employment development within and outside of existing employment areas will be highlighted, to create a mixed portfolio of sites to support employment development need.

The Council will work with providers to assess and address the borough's infrastructure needs to support development.

Valued facilities will be protected from loss to other uses, and land may be safeguarded to provide additional or expanded services.

The approach to the natural environment is changing significantly at the national level. As a result, the Building a Better Future Plan will not only look to protect the Borough's biodiversity but achieve a net gain. To achieve this, sufficient land will need to be safeguarded for biodiversity mitigation.

In making the commitment to do everything it can to meet the borough's needs into the future, it is clear from the outset that land in the borough is limited and much of the available land is constrained in its suitability for development. Where development is possible, we must make the very best use of land.



PATTERN OF DEVELOPMENT

The Building a Better Future Plan will influence the pattern of development in three main ways:

- Development allocations which earmark sites for development
- Safeguarding land, which can be used to protect sites from development or retain them for certain uses such as infrastructure or biodiversity projects in the future
- Criteria based policies, which set the council's expectations of new development and allow future planning applications to be assessed for their overall sustainability.

The preferred place to develop is brownfield land. In particular, the Borough's main town centres of Havant and Waterlooville provide excellent opportunities for extensive brownfield, high density redevelopment. They have the added benefit of shops and facilities being in easy reach for residents without the need to travel by car. Havant in particular also has excellent bus and rail connections to the wider borough and beyond. At the same time more people living in the town centres will help to breathe life back into these areas. Hayling Seafront is a key leisure destination for local people as well as visitors and will see some development to support wider regeneration. The Council will take an active role in driving these projects forward.

Havant is a Borough with a relatively small land area and high development pressure on the areas beyond those that are already built up. The Borough's natural areas and habitats, landscapes and heritage assets are highly valued, and designated areas will be protected from development.

Legal requirements to protect the environment and biodiversity may also require land to be safeguarded specifically for environmental mitigation. There are also substantial areas that are at risk of flooding, now and in the future due to climate change. The strategy will avoid development in those areas except in exceptional circumstances.

Much of the land outside of these designated areas has already been developed and there are few, if any, new sites that are unconstrained by protective designations or other difficulties. Some difficult choices will have to be made, and the Building a Better Future Plan will need to allocate substantial areas of undeveloped land to aim to meet needs. Land allocations for development will have to be made in all parts of the borough. It will require both brownfield and greenfield land, and of a variety of types and sizes. This will include a strategic site of around 2100 homes on the land between Havant and Emsworth, known as Southleigh.

² The figure is the current assessment of need based on the national standard method. The overall development target for the Building a Better Future Plan will be determined by the relevant need figure at the time of the submission of the plan, the plan period (at least 15 years from adoption), and further work to assess the borough's ability to accommodate this amount of development.

In selecting suitable development locations beyond the already build up areas, the level of access to services and to sustainable transport options will play a key role. Well connected sites will, all other things being equal, be preferable to those that are less accessible or where residents would be highly reliant on the private car.

Crucially, it will not be possible to continue to build at the low densities seen in the suburban estates of the past. Higher densities will be necessary to make the best use of all land that is developed, be it brownfield or greenfield.

Most sites will have environmental impacts of some kind or another, and change in the character of the area is inevitable. It will not be possible to avoid all negative effects, for example on landscape, or increased pressure on infrastructure. National policy on planning makes this inevitable. It will be the Building a Better Future Plan's role to manage and mitigate these impacts and create the best living environment possible in the context of significant change.

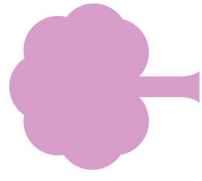
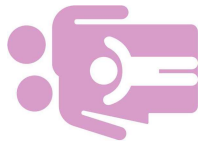
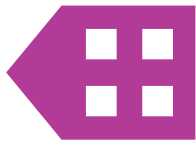
QUALITY OF DEVELOPMENT

As development is inevitable, it is essential that it meets the Borough's needs, is of sufficient quality and will stand the test of time. The strategy to guide the amount and location of development will be supported by a suite of detailed policies setting out the Council's expectations with regard to development quality. The topic headings in the following section provide further detail.

This consultation looks at the kinds of measures that the Building a Better Future Plan can bring into force in the Borough and seeks your views on where the priorities should be.



HOW MUCH DEVELOPMENT



HOUSING

LEGISLATION AND GOVERNMENT POLICY

The Government has a national target of delivering 300,000 new homes a year. The adopted local plan, which is now out of date, was produced under a different national planning system. This has a housing requirement of 315 new homes per year. The Government's Standard Method for calculating housing need sets out that 516 new homes per year are needed in Havant Borough, although that could rise during the preparation of the Building a Better Future Plan. This shows that a significant step change is needed in the amount of being built in the Borough.

Local plans are required to set out a local housing requirement and then allocate a set of sites to meet that requirement. The NPPF also requires local plans to include a trajectory showing the expected rate of housing delivery over the plan period.

However addressing the need for housing does not begin or end with the preparation of a local plan. Local Planning Authorities are required to monitor, at least annually, the amount of housing coming forward and ensure that at least a five year supply of deliverable housing sites is maintained.



LOCAL EVIDENCE AND POLICY

The Council monitors and maintains housing delivery figures in order to keep up to date on developments coming forward, completions, starts and outstanding planning permissions.

Other supporting documents analyse the Council's 5 year supply, explain and provide justification over the Council's housing position and also provide action plans for how housing delivery will be boosted in Havant Borough. The Council would support a relief from the requirement for a five year supply while a plan is in preparation, however at this point, it is a Government requirement to provide a five year supply of housing sites at all times.

The documents which set out the current position on housing supply are:

- 5 Year Housing Land Supply Update (November 2021)
- Housing Delivery Position Statement (March 2022)
- Housing Delivery Action Plan (March 2022).

The Council is part of the Partnership for South Hampshire (PfSH).

The partnership has undertaken sub-regional planning work since 2003. A Joint Strategy is currently being prepared which looks at a number of key strategic matters. The Joint Strategy will look at the level of housing supply across the sub-region, whether this meets the need for housing and the options to boost this. The approach to the Joint Strategy is set out in a Statement of Common Ground.³

Whilst the Standard Method for calculating housing need is set, unless there are exceptional reasons to calculate the need for housing differently, the housing requirement in the local plan can be different. In particularly constrained local authorities, it would be lower. In these circumstances, the Joint Strategy is key as it will set out how the overall housing need across the sub-region will be met even if some individual authorities cannot meet their own.

Local authorities working together in this collaborative way is required by Government through the 'duty to cooperate'.

³ <https://www.push.gov.uk/wp-content/uploads/2021/10/Item-11-Statement-of-Common-Ground-Revisions-and-Update.pdf>



THE PROPOSED APPROACH

The Building a Better Future Plan is required to address the Borough's housing need of 516 homes a year. This means that the plan must identify all possible available land that could contribute towards Havant's objectively assessed need (OAN) and propose potential future housing allocations in the Borough. If the Borough cannot achieve its housing need then the Council must present a strong justification as to why this is and demonstrate everything that has been done to try and achieve it.

The council is therefore engaging in a new call for sites as part of this consultation to actively engage with local landowners and site promoters. We are also asking other stakeholders for suggestions of sites that could be brought forward. We will engage with the landowners of any suggested sites that are feasible and suitable for development to find out if they are available.

Of the sites that come forward the council will prioritise brownfield sites for development, but with such a high housing need to be met, all available and suitable greenfield sites will be needed. The council also proposes to review its approach to housing density, to ensure that potential development sites are achieving the appropriate numbers and make an effective use of land. A later section in this consultation document sets this out in more detail.

Achieving such a step change in housing supply will necessitate bringing forward larger, more complex sites, in particular Southleigh, Havant Town Centre and Waterlooville Town Centre. These sites require a great deal of up-front analysis of infrastructure requirements and land assembly, which take time. Additionally, the increase in the rate of housing delivery needed is substantial and a step change like that cannot happen overnight. As such, the Council is exploring a 'stepped trajectory' where a different housing requirement is used for different years in the plan. It would likely need to be set at a lower rate in the early part of the plan period, and increase once the larger, complex sites are brought forward.

The Government requires 516 new homes per year as a starting point, but having regard to the extent of housing need that exists alongside environmental constraints, it is unlikely that the Borough will be able to address its housing need in full over the plan period. This will mean working with our neighbouring authorities to ask whether they are able to plan for additional homes over their own need. The Council will continue to discuss this with neighbouring and nearby local authorities. This will primarily be through the preparation of the PFSH Joint Strategy, though individual discussions will be needed as well, particularly with Chichester District Council who are not a member of PFSH.

PROPOSED POLICIES

- A policy setting out the overall housing requirement of the Building a Better Future Plan, with the requirement per year starting at a lower rate and then stepping up delivery once larger, more complex sites are brought forward.
- A suite of allocation policies to meet the plan's housing requirement.

LIMITATIONS TO NOTE

Government requires all Local Planning Authorities (LPAs) to address the area's need for housing based on the standard method. Due to population growth and the affordability of new housing in Havant the need figure for the Borough is 516 dwellings per year. To accommodate this the loss of some valued sites is necessary, and every area of the Borough will need to play its part.

Havant Borough Council is a small, built-up borough positioned within an environmentally sensitive region between the coast and South Downs National Park. Furthermore, the Borough has many protected designations and environmentally sensitive areas within it. Due to this not all land is readily available or suitable to be built on which is a significant barrier to achieving an ever-increasing housing need.

Consideration shall always be given to how development takes place, not only whether it takes place and the environmental constraints affecting the Borough have to be acknowledged. Most of the housing sites in the Borough are challenging to deliver and are on both brownfield and greenfield land.



ECONOMY AND EMPLOYMENT

LEGISLATION AND GOVERNMENT POLICY

National planning policy expects local plans to set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth. Local plans should help create the conditions in which businesses can invest, expand and adapt.

Significant weight should be placed on the need to support economic growth and productivity taking into account both local business needs and wider opportunities for development. Each area should build on its strengths, counter any weaknesses and address future challenges.

LOCAL EVIDENCE AND POLICY

A great deal of local research and policy already exists, which the Building a Better Future Plan will build on and implement.

In particular, the plan will support the delivery of the Local Enterprise Partnership's Solent 2050: An Economic Strategy for the Solent as well as the Council's Regeneration and Economy Strategy.

There are just under 41,000⁴ people employed in Havant Borough, with a large proportion employed in manufacturing, engineering and construction (full-time employees), as well as retail and education (part-time employees). There are also a large number of micro-sized Enterprises (those with under 10 employees)⁵ in the Borough. These kinds of companies often rely on older, cheaper premises in the Borough's existing employment areas. Whilst unemployment rose during 2020 due to the impact of the pandemic, this has since fallen to 3.5% as at December 2021⁶ showing there are signs of recovery.

The PFSH Economic, Employment and Commercial Needs Study identifies a need for 38,000 sq. m of office space and 36,500 sq. m of industrial space to delivered by 2040⁷. Whilst we don't yet know the impact of pandemic will have had on these forecasts, the Building a Better Future Plan will need to consider whether increased homeworking in a post pandemic world will mean there is a reduced demand for office stock. The strength of any economic recovery will also have a bearing on how many 'big box' warehouses are required if the rise in online sales continues, and how many people return to the high street for their shopping needs. All of these factors will determine how much, where and the type of employment land that is needed depending on which sectors of the economy are expected to grow.

⁴ ONS Business Register and Employment Survey, 2020

⁵ ONS UK Business Counts, 2021

⁶ ONS, Labour market in the regions of the UK, July 2022

⁷ <https://www.push.gov.uk/work/publications/research-reports/>

THE PROPOSED APPROACH

The Borough has a number of employment areas with older stock which offer affordable accommodation to occupiers, but may no longer suit the modern day working practices. As such, the Building a Better Future Plan will need to consider which employment sites are no longer needed and so should be lost proactively to other uses.

The mixed-use redevelopment at the former Colt site on New Lane is one such example where the Council has released part of an older employment area for housing. Where undeveloped sites have been proposed for business and industrial uses, these will need to be carefully assessed to ensure they best meet the needs of the area.

The Solent Freeport includes the Dunsbury Park site, which is one of Havant's strategic employment sites and provides an exciting opportunity to create jobs and investment for the local area. The site already has planning permission for around 62,000 sq m of employment floorspace with potential expansion to the north. In particular, an innovation, educational and skills centre is proposed which will support skills and employment opportunities for Leigh Park. The Employment Land Review Update (May 2021)⁸ indicated that the site should be removed from the Borough's employment land supply. This is because a successful tax site will be expected to stimulate additional demand. Other employment allocations will therefore be needed in order to meet the Borough's needs.

⁸ <https://cdn.havant.gov.uk/public/documents/EB54a%20Employment%20Land%20Review%20Update.pdf>

PROPOSED POLICIES

- New employment requirement to set out the quantity and mix of new employment floorspace which is needed in the borough.
- Protection of existing employment sites, setting out which sites should be protected and under what circumstances employment sites could be developed for other uses, including housing.
- Dunsbury Park freeport strategic site allocation
- Other site allocations for new employment floorspace
- Allocations for housing where this is the best use of the land, including requirements to address the legacy of its employment use such as contamination.

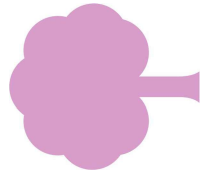
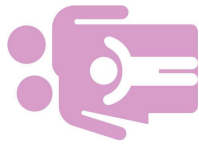


LIMITATIONS TO NOTE

The Building a Better Future Plan will need to review the position on supply and whether existing employment sites could be used for other uses such as housing. In the case of a planning appeal in Purbrook in 2016, planning permission was granted for housing because there was plenty of vacant commercial property in the Borough at the time.



PATTERN OF DEVELOPMENT



REGENERATION

LEGISLATION AND GOVERNMENT POLICY

The NPPF highlights that local plans and decisions should:

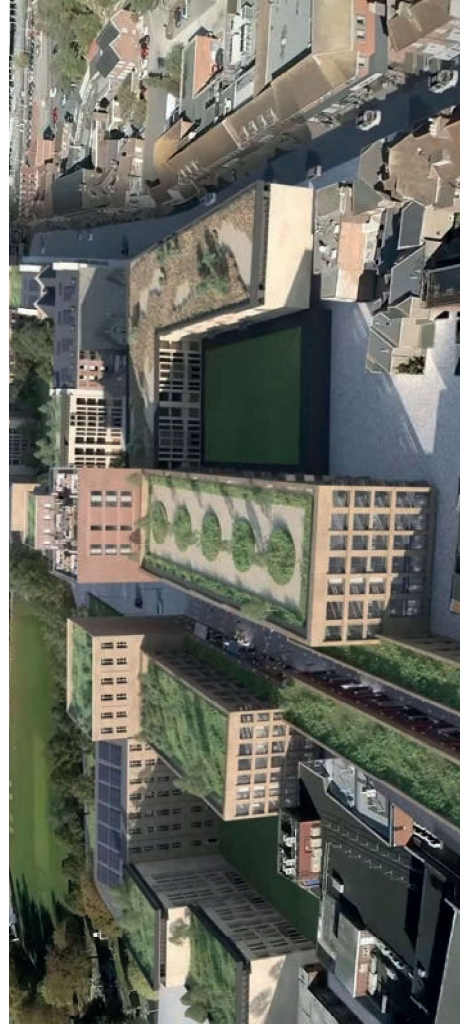
- support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation
- optimise the density of development in town centres and other locations that are well served by public transport
- support development that makes efficient use of land while securing well-designed, attractive and healthy places.

LOCAL EVIDENCE AND POLICY

The Havant Borough Regeneration and Economy Strategy 2022–2036⁹ identifies four spatial priority areas: Havant Town Centre, WaterlooVille Town Centre, Leigh Park and Hayling Seafront, with the associated objectives:

- Transform Havant Town Centre into a thriving place to live, work and invest. This is a critical employment hub for the borough (15% of Havant's total workforce works in this area¹⁰) and it has good connections to major transport networks but suffers from a lack of diversity in usage and footfall levels have not recovered to pre-pandemic levels.

- Create an exciting and modern seafront at Hayling Island, supported by a strong brand, which increases the quality of the visitor experience and opportunities for visitor spend. The borough lags behind local comparisons for tourism visits, night stays and spend, attracting a fraction of tourist expenditure compared to neighbouring authority areas¹¹.
- Address inequalities by tackling the economic and social challenges facing Leigh Park. This area includes communities amongst the 10% most deprived areas in the country¹² and high unemployment, with Leigh Park wards registering the highest claimant counts in Hampshire¹³.
- Regenerate WaterlooVille into a vibrant and inclusive town centre. This town centre serves a densely populated area and is home to the borough's highest concentration of businesses¹⁴, but suffers from high vacancy rates and a limited sense of character.



THE PROPOSED APPROACH

The Building a Better Future Plan will highlight the four spatial priority areas as the focus for regeneration in the Borough. All of the regeneration areas offer an excellent opportunity for development alongside improved services, facilities and public realm. The town centres, in particular Havant, provide a clear opportunity for higher density sustainable living.

A high-level delivery plan for Havant Town Centre has already been put together and an Ambition Framework for Hayling Island Seafront¹⁵ has been consulted on. Waterloooville and Leigh Park Regeneration Plans will be developed.

Hayling Island Seafront is a key asset for the borough and the Building a Better Future Plan will support improvements to the seafront which provide opportunities for sustainable tourism and promote active lifestyles.

The Council, through the Building a Better Future Plan and its investment activities, will promote infrastructure that supports a strong economy and connected communities, including through Havant Town Centre active travel packages including Town Centre and Warblington footbridges and improvements to the Hayling Billy Trail.

⁹ <https://cdn.havant.gov.uk/public/documents/Regeneration%20and%20economy%20strategy%202022-36.pdf>

¹⁰ ONS Business Register and Employment Survey, 2020

¹¹ Visit Britain GB Tourism Survey, 2019

¹² Indices of Multiple Deprivation, 2019

¹³ ONS Claimant Count, May 2022

¹⁴ ONS UK Business Counts, 2021

¹⁵ <https://www.havant.gov.uk/ambition-hayling-island-seafront>

PROPOSED POLICIES

- A strategic policy for each key regeneration area.
- Site allocations for mixed use redevelopments including significant residential development in the town centres, which have good access to shops, services and facilities; Key opportunity areas in Havant Town Centre are suggested at the Plaza campus; Bulbeck Road car park; the Meridian Centre and Market Parade.
- Site allocations flowing from work on the Waterloooville and Leigh Park Regeneration Strategies.
- Site allocations for mixed use redevelopments on Hayling Island Seafront, to support investment in the wider area.
- Site allocation in support of the Dunsbury Freeport (see also Employment & Economy).

LIMITATIONS TO NOTE

Development sites in town centres are more complex to bring forward, are less likely to be economically profitable and are likely to require greater intervention from public bodies. The market tends to favour simpler greenfield or single site brownfield development. The evidence base for the Building a Better Future Plan will need to demonstrate how such development will be achieved in practice.

Regeneration sites on Hayling Seafront are at risk of flooding from the sea. This will need to be addressed to allow development to come forward.

LAND AND DENSITIES

LEGISLATION AND GOVERNMENT POLICY

The NPPF requires development proposals to make efficient use of the land. This includes:

- Identifying the need for different types of housing and other forms of development and the availability of land to accommodate it.
- Local market conditions and viability.
- The availability and capacity of infrastructure.
- The desirability of maintaining an area's prevailing character.
- Securing well designed, attractive and healthy places.

Where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site.

Given that there is a shortage of land for meeting identified housing needs, national planning policy expects that plans should contain policies to optimise the use of land. This should include the use of minimum density standards for town centres and other locations that are well served by public transport. Minimum density standards should be considered for other parts of the plan area. It may be appropriate to set out a range of densities that reflect the accessibility and potential of different areas, rather than one broad density range.

The National Design Guide states, 'Well-designed new development makes efficient use of land with an amount and mix of development and open space that optimises density.'



LOCAL EVIDENCE AND POLICY

The Council recognises that it is appropriate to identify a range of densities that reflect the accessibility and potential of different areas, specifically including and close to:

- Havant Town Centre
- Waterlooville Town Centre
- Leigh Park district centre
- Emsworth district centre

These parts of the Borough are both well served by public transport and have good access to shops and services. The Council's Housing Density Analysis¹⁶ identifies opportunity areas for high density residential development relative to accessibility to services, and access to public transport provision.

THE PROPOSED APPROACH

There is a high need for housing and a limited number of sites in the Borough, either greenfield or brownfield. As such, the density of development sites in the future needs to be a step change higher than it has been in the past across the board. In the areas set out that are close to public transport, shops and services, there is a particularly good opportunity to provide even higher density development.

Nonetheless, high density development does not mean poor design. It is perfectly possible to design schemes to a high quality whilst also achieving a high density. In town centres, this can mean the use of tall buildings, freeing up space around them for landscaping and public spaces. In suburban housing developments, this can be through minor design elements which add visual interest within development schemes. Nonetheless, whilst the approach in the plan should be of higher densities, there will be instances where this is not appropriate due to the specific constraints on a site.

Development proposals should not prevent future access to potential development sites or prejudice the delivery of future infrastructure schemes. Development will not be granted planning permission if it prejudices the potential for the satisfactory development of a larger area.

Brownfield sites in particular offer the opportunity to make particularly efficient use of the land as they have been previously developed and are a priority for any development which comes forward.

The Building a Better Future Plan will expect minimum densities of 40 dwellings per hectare across the Borough with much higher densities of at least 55dph close to town centres and 70dph in the town centres themselves. Any proposal that appears to have an artificially lowered density in order to avoid the affordable housing requirement may be refused planning permission.

¹⁶ <https://cdn.havant.gov.uk/public/documents/Residential%20Density%20Evidence%20Paper.pdf>

PROPOSED POLICIES

- A policy on housing density will allow the Council to influence which areas of the Borough can accommodate higher densities based on the density analysis and national guidance. The policy shall also contain the context around appropriate densities and the potential limitations when it comes to applying these.

LIMITATIONS TO NOTE

Government advises that LPAs should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the NPPF.



LEGISLATION AND GOVERNMENT POLICY

The NPPF highlights that planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Local plans should:

- define a network and hierarchy of town centres and promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters;
- define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;
- retain and enhance existing markets and, where appropriate, re-introduce or create new ones;
- allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed for retail, leisure, office and other main town centre;
- recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

LOCAL EVIDENCE AND POLICY

Havant Borough Regeneration and Economy Strategy 2022–2036¹⁷ identifies four spatial priority areas for regeneration, including Havant Town Centre and Waterlooville Town Centre (see also Regeneration).

An update to the Council's town centres evidence base prepared for a previous Local Plan will be required to inform detailed town centre policies, in particular to bring up to date information on current land uses, vacancy levels, as well as floor space needs for retail and office uses. However, it is clear that many of the issues and priorities identified previously remain the same:

- The role of town centres has changed and continues to evolve, with town centres having less of a retail function than they used to. This brings with it a need for a flexible approach to the land use mix in town centres, to support vitality and viability, while retaining a core shopping area and function
- Some town centres will need more intervention than others to secure their future (see also Regeneration)
- There is a need to review the extent of defined town centres – they may need to be more tightly drawn to reflect the changing role of those centres and the loss of town centre uses in peripheral areas over past years, such as East Street in Havant).

¹⁷ <https://cdn.havant.gov.uk/public/documents/Regeneration%20and%20economy%20strategy%202022-36.pdf>

Fast food outlets have been mapped across Hampshire and the Isle of Wight. This has shown a higher concentration of takeaways and fast-food outlets in Havant town centre and Waterlooville¹⁸, with obesity a key concern with prevalence in the borough above both regional and national levels¹⁹. Havant also has one of the highest levels of gambling premises in Hampshire (144 gambling premises are currently registered with Havant Borough Council²⁰), and most of these premises are in the town centres of Havant, Waterlooville and on Hayling Island.

THE PROPOSED APPROACH

The Building a Better Future Plan will set out a hierarchy of centres:

- Town Centres: Havant and Waterlooville, supporting larger format retail and leisure, as well as small to mid-scale town centre uses and high-density residential development
- District Centres: Cowplain, Leigh Park, Mengham and Emsworth, supporting small to mid-scale retail, small scale financial and professional services, cafés, and restaurants
- Local Centres across the Borough: Small scale shops, professional services, cafés and restaurants to meet the day-to-day top-up needs of the surround population

¹⁸ Public Health England, Density of fast food outlets in England, 2018

¹⁹ Public Health England, Obesity Profile, 2019/20

²⁰ Gambling Commission, Full premises register, July 2022

It is proposed that the Plan will be flexible about the types of uses it supports in town centre, in acknowledgement of the fact that their role is no longer focussed on retail, but is as much about services, entertainment and places to live. Residential will be an essential part of the mix, in particular in Havant Town Centre (see Regeneration), where high density sustainable living can be achieved close to services and excellent transport links.

In addition, it is proposed that outside of designated town centres, for stores up to 280 square metres of sales area, the sequential test set out in the NPPF would not apply. This would allow shops and other Class E uses up to the floorspace limit of the Sunday trading laws. This provides for small-scale top up shops and smaller employment premises, expanding the availability of these facilities within the Borough's communities.

Food, drink and entertainment uses can contribute to the vitality and viability of an area, while supporting the evening economy. However, such uses can also create environmental and health problems through noise, litter, fumes and odour. Takeaways and gambling venues can also negatively impact on the physical and mental health of residents by encouraging unhealthy eating and problem gambling. The council therefore considers it important that the design and concentration of such uses is controlled to protect residential amenity and health.

PROPOSED POLICIES

Mapping within the Building a Better Future Plan to define the extent of town centres and primary shopping areas. Policies will make clear the future vision for each centre and the range of uses supported there.

A policy setting out that the NPPF's sequential test will be required for Class E facilities with a sales area of more than 280 square metres.

A policy setting out the criteria under which the Council would accept the loss of shops and other community infrastructure to other uses, such as residential, outside of town centres.

LIMITATIONS TO NOTE

The Building a Better Future Plan cannot stem the tide of consumers move to shopping online, though it can support formats unlikely to compete in the online marketplace, such as smaller units for local and independent shops. In addition, services that cannot be accessed online can be increasingly encouraged to town centres.

In 2020, the Government introduced a new use class 'E', which covers many of the uses commonly found in town centres, including shops, banks, building societies and estate agents, cafés and restaurants, indoor sport and fitness, and offices²¹. The creation of this comprehensive use class limits the ability of the Council to support or prevent certain uses, as planning permission is not required to change use within a class. For example, all shops may now change to restaurants without the need for planning permission. In addition, there are some nationally permitted development rights for these uses to change to residential.

²¹ <https://www.planningportal.co.uk/permission/common-projects/change-of-use/use-classes>



FLOOD RISK

LEGISLATION AND GOVERNMENT POLICY

Inappropriate development in areas at risk of flooding should be avoided. Where development is necessary in such areas, it should be made safe for its lifetime without increasing flood risk elsewhere. Therefore, all plans should apply a sequential, risk-based approach to the location of development – taking into account all sources of flood risk and the current and future impacts of climate change – so as to avoid, where possible, flood risk to people and property.

Strategic policies should set out an overall strategy for the pattern, scale and design quality of places, and make sufficient provision for infrastructure for wastewater and flood risk and coastal change management.

Major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate.

Plans should identify as a Coastal Change Management Area any area likely to be affected by physical changes to the coast and be clear as to what development will be appropriate in such areas and in what circumstances.

Detailed national guidance has been published to guide various tools used in assessing flood risk in new development, such as Flood Risk Assessments (strategic and site specific), the sequential and exception tests and flood risk vulnerability classifications

LOCAL EVIDENCE

Havant Borough has an extensive coastline and as such, the impact of climate change is a significant issue for the borough, as it brings with it an increased risk of tidal flooding; surface water and fluvial flooding events are also likely to increase. The Council, through PFSH, is updating the Strategic Flood Risk Assessment (SFRA)²² for the Borough, to determine the extent of future risk.

The Council has a strong record of flood risk management, particularly in the planning for tidal flood risk. Current schemes²³ include the Langstone Coastal Defence Scheme, protecting properties and infrastructure on the approach to Hayling Island. A Coastal Management Strategy to 2120 for Hayling Island²⁴ is also under preparation and is being consulted on alongside this consultation. A strategy for the mainland is already in place²⁵.

Flood risk avoidance, mitigation and management for all sources is a key issue, and a constraint on development at the strategic level and in new developments.

²² <https://www.push.gov.uk/work/planning-and-infrastructure/green-infrastructure-flooding-water-management/>

²³ <https://coastalpartners.org.uk/authority/havant/>

²⁴ <https://coastalpartners.org.uk/project/hayling-island-coastal-management-strategy-2120/>

²⁵ <https://coastalpartners.org.uk/project/portchester-castle-to-emsworth-strategy/>

THE PROPOSED APPROACH

Overall, the Building a Better Future Plan through its development strategy and development management policies will seek to manage flood risk from all sources. In doing so, it will consider both the present-day situation, as well as climate change scenarios.

The Council will take into account flood risk and coastal change now and in the future when deciding which sites to allocate for development through the Building a Better Future Plan, and will avoid inappropriate development in areas at risk of flooding and coastal change.

The Plan will actively support investment in coastal defence, drainage and wastewater infrastructure.

Development Management policies will support applications for development which avoid areas at risk of flooding and coastal change now and in the future. Policies will set out what is expected of developers in terms of addressing any flood risk and drainage issues on their site and demonstrating that development is safe for its lifetime without increasing flood risk elsewhere.

PROPOSED POLICIES:

- A strategic policy setting out the key infrastructure requirements over the plan period, including for coastal defences, flood alleviation schemes and drainage
- Site allocations which avoid inappropriate development in areas at risk of flooding and coastal change

- A development management policy on avoiding and managing flood risk in New Development
- A development management policy setting out expectations regarding effective drainage provision, including Sustainable Drainage
- Mapping to define Coastal Change Management Areas, and an associated policy explaining what development is and isn't appropriate in these areas

LIMITATIONS

National policy expects development in areas at risk to be avoided.

Flood risk from multiple sources will increase with climate change. If avoiding risk is not possible, development must be made safe for its lifetime.

The Building a Better Future Plan is required to be compliant with national policy on flood risk in the NPPF. This is detailed in terms of how to assess sites at risk of flooding. Therefore, the identified policies need to be in the Building a Better Future Plan in order to be found sound. There are no realistic alternatives to this approach.

GYPsIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE

LEGISLATION AND GOVERNMENT POLICY

Government's overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates their traditional and nomadic way of life while respecting the interests of the settled community. It expects local planning authorities (LPAs) to make their own assessment of need for the purposes of planning and that LPAs work collaboratively to meet the needs of the travelling community.

LOCAL EVIDENCE AND POLICY

The Council jointly commissioned a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) (May 2017) with six other local authorities in Hampshire. The GTAA identified the level of need for sites in these local planning authority areas, including the need for one additional Gypsy and Traveller pitch in Havant Borough.

A single pitch along Long Copse Lane in Emsworth was subsequently granted planning permission in 2018 thereby meeting this requirement. Planning permission was recently granted through appeal for a second pitch at the same site.

Havant Borough Council plans to update the GTAA in order to ensure there is an up-to-date assessment of travellers needs in Havant Borough.

THE PROPOSED APPROACH

To safeguard the existing gypsy and traveller provision at Long Copse Lane in Emsworth.

To assess whether there is a need to identify further provision for travellers in Havant Borough.

PROPOSED POLICIES

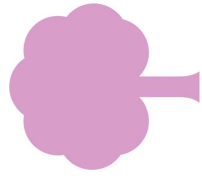
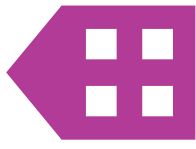
- A specific gypsy and traveller policy in the Building a Better Future Plan will safeguard the existing site and provide guidance for how any other planning applications for such accommodation would be assessed.

LIMITATIONS TO NOTE

Havant Borough Council is required by law to provide and safeguard existing sites for Gypsies, Travellers and Travelling Showpeople for current and future need. Residents should be able to access education, health and community facilities in the same way that the settled community can.

The approach which the Building a Better Future Plan will set out is separate to the approach the Council will take when unauthorised encampments take place. This is where people and/or vehicles enter land, often public parks and open spaces, without the permission of the landowner, which is often the Council. There is more detail about the Council's approach to this on our website at <https://www.havant.gov.uk/unauthorised-encampments-faqs>.

QUALITY OF DEVELOPMENT



CLIMATE CHANGE

LEGISLATION AND GOVERNMENT POLICY

The NPPF seeks to 'protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy'.

The Climate Change Act 2008 requires the country's net carbon emissions to be at least 100% lower than the 1990 baseline by 2050. To achieve this the act sets out carbon budget targets which must be achieved per budgetary period.

In order to achieve this there has to be radical reductions in greenhouse gas emissions, reuse of existing resources, including the conversion of existing buildings, and new renewable and low carbon energy and associated infrastructure.

Major building regulation changes apply from June 2022, one of which is that new homes in England will have to produce around 30% less carbon emissions, and new non-residential buildings such as offices and shops will have to cut emissions by 27%.

National policy requires that new development should avoid any increased vulnerability to the range of impacts from climate change through managing risks through suitable adaption measures. This includes through the planning of green infrastructure which will reduce greenhouse gases.

New development should also help increase the use of supply of renewable and low carbon energy and heat through positive planning including a positive strategy for energy from these sources that maximise the potential for suitable development.

Local authorities should consider identifying suitable areas for renewable and low carbon energy sources and identify opportunities for development to draw its energy from decentralised, renewable or low carbon energy supply systems.



LOCAL EVIDENCE AND POLICY

Hampshire County Council has produced its Climate Change Strategy 2020-2050²⁶. The paper outlines two targets to be achieved:

- To be carbon neutral by 2050 and,
- To build resilience to the impacts of a two degree Celsius rise in temperature.

The strategy explains that this approach will involve a broad range of measures and a step change in lifestyle. It will include embracing new technologies, building new sustainable homes, reducing energy, water and waste and using local and sustainable energies, just to name a few.

Havant Borough Council has also produced the Havant Borough Climate and Environment Strategy²⁷ which sets out the targets to achieve as a Borough. It highlights the importance of achieving zero net carbon particularly by looking at development, industry and community. Alongside this protecting and enhancing green spaces is a key objective to achieve this. Key priorities for the implementation of this strategy have recently been agreed, including the inclusion of robust policies in the local plan together with increased collaboration with Hampshire County Council to encourage a switch to sustainable modes of travel.

²⁶ <https://www.hants.gov.uk/landplanningandenvironment/environment/climatechange/whatarewedoing/climatechangestrategy>

²⁷ <https://www.havant.gov.uk/climate-change-and-environment>

THE PROPOSED APPROACH

By reducing greenhouse gas emissions and water use the impacts of development on climate change can be lessened in the future. Given the significant amount of housing and commercial development over the lifetime of the Plan, it is critical that development is planned and designed considering its full environmental footprint.

By designing and constructing buildings using low carbon design principles, developments can not only reduce energy consumption, overheating and the Borough's carbon footprint, but also lower the overall costs of running the building for occupants and mitigate the need for costly retrofits later.



The plan can support this by:

- Identifying design and energy saving measures
- Review and encourage the integration of green infrastructure in new development
- Encourage tree planting
- Requiring charging points for electric vehicles and the accessibility of these
- Reviewing heating and ventilation proposals for new dwellings/development
- Provide guidance on renewable and low-carbon energy solutions for reduced reliance on fossil fuels and finite energy sources.
- Assess solutions to water efficiency and shortages.
- Review the materials and methods used in construction.
- Providing an Supplementary Planning Document/ supporting document to aid the assessment of planning applications and provide guidance to the above and consistency.



Residential developments will be expected to make a substantive contribution to addressing climate change.

This could be through including efficiency measures and provide low or zero carbon energy. Additionally, reusing existing buildings as construction materials wherever possible, integrating solar gain, natural ventilation or ventilation with heat recovery and low carbon energy are all areas that could be promoted in the Building a Better Future Plan.

