Local Plan 2036

Havant BOROUGH COUNCIL

Local Plan Housing Statement

December 2016

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1. Introduction

Overview

1.1 This Local Plan Housing Statement has been produced in light of the updated South Hampshire Strategic Housing Market Assessment[2] (SHMA) and the South Hampshire Spatial Position Statement[3], both published by the Partnership for Urban South Hampshire (PUSH)[4] on 7 June 2016. This comprehensive and independent assessment of housing need across the Portsmouth Housing Market Area (HMA) revealed a high level of housing need identified within Havant Borough. The National Planning Policy Framework (NPPF) indicates that it is a key requirement that Local Planning Authorities must boost significantly the supply of housing. In order to achieve this, the NPPF also requires Local Planning Authorities to keep Local Plans up-to-date and review them to respond flexibly to changing circumstances, in this case an increased need for new homes.

1.2 More recently, through the Housing and Planning Act, the Government has reinforced the importance that is placed on having an up-to-date Local Plan and the implications if a Local Planning Authority fails to do this. Under Section 146 of the Act, if the Secretary of State thinks that a Local Planning Authority is failing or omitting to do anything which is necessary for them to do in connection with the preparation or revision of a Local Plan, the Secretary of State may intervene to prepare or revise the Local Plan.

1.3 The Borough's Adopted Local Plan comprises the Local Plan (Core Strategy) (2011) and the Local Plan (Allocations) (2014); the Core Strategy identifies the Borough's housing requirement and pre-dates the publication of the NPPF (March 2012). As such weight can only be afforded proportionate to the policy's consistency with the NPPF[5], a key requirement of which is to ensure the Council meets the full objectively assessed market and affordable housing needs. It is therefore evident from the high housing need in the Borough that there will be a need to identify further development sites over and above those currently identified in the Adopted Local Plan.

1.4 The Council therefore proposes to prepare a new Local Plan, the Havant Borough Local Plan 2036, which will review and consolidate existing policies and allocations, as well as including new allocation sites to ensure that the Local Plan addresses the development needs of the Borough. The new Local Plan will ensure that the Council, in collaboration with communities, can continue to positively plan for the future within this reality, achieving sustainable development and creating successful places for future generations.

[2] This should be taken to include both the South Hampshire Strategic Housing Market Assessment (January 2014) and the Objectively-Assessed Housing Need Update (April 2016).
[3] http://www.push.gov.uk/work/planning-and-infrastructure/push_spatial_position_statement_to_2034-2.htm
[4] The Partnership for Urban South Hampshire (PUSH) is comprised of all borough and district councils in South Hampshire, the two city councils and Hampshire County Council. More detail is available at www.push.gov.uk/partnership.htm.
[5] Paragraphs 215 and 216 of the National Planning Policy Framework

Guiding Principle 1

The updated Strategic Housing Market Assessment shows a high level of housing need in Havant Borough and across the Portsmouth Housing Market Area. As such, Havant Borough Council will initiate a review of the Adopted Local Plan in order to continue positively planning for all development needs in the Borough into the future and ensure that decisions regarding the Local Plan can continue to be taken locally.

The purpose of the Local Plan Housing Statement

1.5 The Local Plan Housing Statement is the first step in addressing the rising housing need through a review of the Local Plan. Though the Housing Statement does not have the same status as a Local Plan in decision-making, it was subject to public consultation between 25th July and 9th September 2016, has been subject to Sustainability Appraisal, Habitats Regulations Assessment and an Integrated Impact Assessment. Importantly, it provides the foundation for the new Local Plan as Regulation 18 work and creates a positive framework for decision makers until the new Local Plan is adopted[6].

1.6 A higher housing requirement is a certainty in the new Local Plan and the Housing Statement identifies sites which the Council considers appropriate and sustainable for housing delivery in the short and longer term to ensure that it is able to plan positively to address the high housing need figure in accordance with the NPPF. In light of the high housing need, it has been necessary for the Council to look at sites outside the urban areas of the Borough, as defined by Policy AL2 of the Adopted Local Plan, as there is insufficient land within the urban areas to meet this need. This Statement therefore specifically identifies a number of urban extension sites outside the urban area which it considers appropriate to come forward ahead of their formal allocation in the Havant Borough Local Plan 2036, so as to maintain a healthy supply of housing land in the short to medium term.

1.7 At this early stage of the Plan's preparation, the Council has identified sites which are considered suitable for development under the NPPF. The Housing Statement therefore identifies a number of 'early release' sites which are considered appropriate for housing delivery in advance of the adoption of the Local Plan (see Guiding Principle 4: Table 2).

1.8 Though it is acknowledged the housing need figure is not a target, it is essential that the Council positively plans to significantly boost housing supply and approves proposals that constitute sustainable development on 'early release' sites without delay. The Housing Statement will enable the Council to continue to resist inappropriate development outside the urban area, particularly where local and national policies indicate that development should be restricted.

1.9 By its very nature, the Housing Statement focuses on sites for the delivery of new homes. However, the Havant Borough Local Plan 2036 will need to plan for all three dimensions of sustainable development: Social, economic and environmental. Planning for the delivery of housing, business, industrial and infrastructure development in a sustainable manner. The evidence base research (Sustainability Appraisal, Habitats Regulations Assessment), the consultation with statutory bodies and the public, together with all the other work that goes into the creation of the Local Plan will all be submitted to the Government; subject to an Examination in Public and ultimately adopted by the Council.

[6] The Local Development Scheme is available at https://www.havant.gov.uk/planning-and-environment/planning-policy/local-plan-core-strategy/local-development-scheme

2. The Adopted Local Plan

Background

2.1 Havant Borough's Adopted Local Plan (Core Strategy 2011 and Allocations Plan 2014)[9] covers the period until 2026 and continues to form the basis for determining planning applications in the Borough. The Core Strategy (2011) sets out a housing requirement of 6,300 dwellings to be delivered between 2006 and 2026, equivalent to 315 dwellings per annum.

2.2 The Local Plan (Core Strategy) was adopted prior to the NPPF and the housing target is based on the now revoked South East Plan. This fact was explored when the Local Plan (Allocations) was examined in 2014:

"After the publication of the NPPF in March 2012 the PUSH authorities approved the South Hampshire Strategy (SHS), which provides a sub-regional basis for the local authorities housing requirements…The CS [Core Strategy's] housing target towards which the allocations in this Plan will contribute is consistent with the SHS and remains broadly accurate when tested against the 'What Homes Where' toolkit."(Inspector's Report on The Examination into Havant Borough Local Plan (Allocations) (2014))

2.3 National guidance[10] sets out that it is a key requirement for the Council to prepare a Local Plan that will meet the full, objectively assessed need (OAN) for housing in its area, *as far as consistent with the policies set out in the NPPF* (emphasis added). The updated PUSH SHMA will therefore form an essential piece of evidence base for the new Local Plan. Secondly, the NPPF requires the Council to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against its housing requirement. Whilst the Core Strategy continues to identify the relevant housing target for the Borough, it can only continue to be afforded weight in so far that it is consistent with national guidance, and specifically Paragraphs 215 and 216 of the NPPF. This is considered in further detail below.

2.4 The Council is therefore taking a bold and forward thinking approach to the review of the Local Plan to ensure the Council and local communities can continue to have as much influence over when and how development takes place as possible within the context of national policy.

2.5 The Local Plan Housing Statement is the first stage in the review of the Adopted Local Plan which will address the housing need for the Borough in light of the updated evidence. The new Local Plan will need to go beyond how housing needs are best addressed, and plan for the business, industrial and infrastructure requirements the Borough needs to ensure that it can continue delivering sustainable, inclusive and mixed communities.

2.6 Due to the large amount of evidence to support the Plan and the need to comply with regulations that govern its process, the Council has therefore taken a pragmatic interim step to identify suitable housing sites for 'early release' prior to the adoption of the Havant Borough Local Plan 2036.

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[9] Hereafter referred to as the Adopted Local Plan.
[10] Paragraph 47 of the National Planning Policy Framework

Five year housing land supply

2.7 On 25 August 2016, the Planning Inspectorate determined and allowed an appeal[11] against the Council's earlier decision to refuse planning permission for 42 retirement apartments for older persons at 38 London Road, Purbrook (hereafter referred to as the '*Purbrook* Appeal').

2.8 A key consideration in the *Purbrook* Appeal was whether the Council could demonstrate a five year housing supply based on the Borough's OAN in accordance with Paragraph 47 of the NPPF. The Inspector concluded the Core Strategy housing target was not representative of OAN, notwithstanding the comments in the Local Plan (Allocations) Inspector's report which concluded the Plan was sound, legally compliant and consistent with the NPPF.

2.9 The *Purbook* Appeal Inspector suggests he is not able to give any weight to the Local Plan (Allocations) Report based on the *Gladman* High Court Judgement[12]. This confirmed that the Allocations Plan Inspector was not able to revisit the housing target set through the Core Strategy. It is in this context the *Purbrook* Appeal Inspector gives weight to the most up-to-date evidence in the PUSH SHMA which shows that 11,250 new homes are needed in Havant Borough between 2011 and 2036. As a result, this is now the default housing target for the Borough until the new Local Plan is adopted with a fully tested housing target.

2.10 The NPPF[13] establishes a two stage process for local planning authorities in determining a local housing requirement:

a) Identification of the OAN in setting the housing requirement for a district.

b) There is justification for the housing requirement to be reduced below the OAN if there are constraints which apply which justify a lower figure.

2.11 The *Purbrook* Appeal Inspector was only able to undertake the first stage in determining the up-to-date OAN. The next stage is for the Council to fully test the housing need figure through the evidence base for the new Local Plan, which will consider all of the policy constraints facing the Borough. It will then be for an independent Inspector through an Examination in Public to decide whether the Council's proposed housing requirement is 'sound'. Only at that point will the Borough have a tested housing target.

2.12 Until that tested housing target is adopted through the new Local Plan, the Council should identify a five year supply of deliverable sites based on OAN. This is reaffirmed by the conclusions of the *Purbrook A*ppeal Inspector. The Council is therefore taking proactive and positive steps to identify housing sites for 'early release' to ensure that it can effectively plan for the increased housing need for the Borough in the interim. This Local Plan Housing Statement plays an increasingly important role in ensuring the Borough is able to identify a five year supply of deliverable sites in advance of the adoption of the Havant Borough Local Plan 2036.

[11] PINS ref. APP/X1735/W/16/3145929
[12] Gladman Development Ltd v Wokingham BC [2014] EWCH 2320 (Admin)
[13] Footnote 9 of the NPPF indicates specific policies include those policies relating to sites protected under the Birds and Habitats Directives (see Paragraph 119) and/or designated as Sites of Special Scientific Interest; Local Green Space, an Area of Outstanding Natural Beauty, designated heritage assets; and locations at risk of flooding or coastal assets; and locations at risk of flooding or coastal erosion.

The status of the Adopted Local Plan

2.13 Planning legislation[16] and the NPPF indicate that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. There is a significant, complex and growing body of case law around five year supply and the status of Local Plan Policies, namely that of *Hunston*[18] and *Suffolk Coastal*[19] and the implications of these mean that:

- Planning applications and appeals should continue to be considered against Adopted Local Plan Policies unless there are material considerations which indicate otherwise;
- Planning permission will only be granted for housing proposals where development can be shown to constitute 'sustainable development' in accordance with Paragraphs 14, 47 and 49 of the NPPF;
- It is appropriate to continue to apply weight to the Local Plan Policies according to the specifics of the particular planning application or appeal;
- The five year housing supply position at that particular point in time; and
- The measures being taken to address any shortfall in five year housing land supply
- The *Purbrook* Appeal Inspector concluded that the Council could not demonstrate a five year supply of housing at that particular point in time - this is a significant material consideration

2.14 More specifically in respect of the latter, consideration will be given to the clear timetable for the production of the Havant Borough Local Plan and the progress which has been made towards the adoption of this document. In the *Hunston*[23] case, it is noteworthy the Court of Appeal held that it was improper to blame a local planning authority if the OAN produced a shortfall in the absence of an up-to-date Local Plan: "Planning decisions are ones to be arrived at in the public interest, balancing all the relevant factors and are not to be used as some form of sanction on local councils. It is the community which may suffer from a bad decision, not just the local council or its officers."

2.15 With the adoption of the Local Plan Housing Statement, the Council will be able to boost housing supply through the delivery of 'early release' sites (before the Havant Borough Local Plan 2036 is in place). As such, the Borough's modest shortfall against the five year housing requirement, together with the steps being taken to bring the Local Plan up-to-date must be considered in the overall planning balance in the determination of planning application and appeals. The dynamic nature of five year housing land supply, i.e. planning permissions granted offset by housing completions and the Government's focus on this as a measure of planning success means that the Council will continue to monitor the situation carefully.

[16] Section 38(6) Planning and Compulsory Purchase Act 2004
[18] R (Hunston Properties Ltd) v SSCG and St Albans City and District Council [2013] EWCA Civ 1610
[19] Suffolk Coastal DC & others [2016] EWCA Civ 168
[23] R (Hunston Properties Ltd) v SSCG and St Albans City and District Council [2013] EWCA Civ 1610

Guiding Principle 2

The Adopted Local Plan[24] continues to form the starting point for the determination of planning application and appeals. Due weight will be given to the Borough's dynamically changing five year supply of housing land and the implications under Paragraphs 47 and 49 of the NPPF.

Planning permission will therefore only be granted for housing proposals on appropriate and sustainable sites identified by the Adopted Local Plan and the Local Plan Housing Statement (December 2016). Development proposals on those sites must be shown to constitute 'sustainable development' in accordance with Paragraphs 8-9, 14 and 47 and 49 of the NPPF.

Due weight will be given to the housing supply position at the point in time at which the decision is to be taken; and the progress made towards the adoption of the Havant Borough Local Plan 2036 which addresses housing need in line with Paragraphs 47 and 49 of the NPPF.

3. Future Housing Potential

3.1 The PUSH SHMA shows a need for 121,500 new homes across South Hampshire between 2011 and 2036. Of these 49,500 should be provided in the Portsmouth HMA of which 11,250 should be provided in Havant Borough. The NPPF is clear in Paragraph 47 that Local Plans must 'meet…the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period'.

3.2 A high level technical analysis has been completed to understand whether the established need can be met in a way which would constitute sustainable development and, if not, how best it can be met. This is set out in detail in the Housing Constraints and Supply Analysis Paper, which accompanies the Local Plan Housing Statement. It also provides detail as to the process undertaken to establish if the Borough can meet its objectively assessed need and, if as it cannot, how much sustainable development the Borough can accommodate.

3.3 A thorough examination of the housing land supply and potential sites has also taken place. The Borough's Strategic Housing Land Availability Assessment (SHLAA) has also been refreshed and incorporates the results of a 'Call for Sites' which was undertaken in January 2016 and a reappraisal of some employment sites that may be more suitable for housing. This has informed an approach to identifying sites suitable for housing which are free from overriding constraints. This is intended to maximise the level of development as the Council seeks to meet its objectively assessed need.

3.4 The SHLAA does not, however, determine whether a site should be allocated for housing development. That is the role of the Havant Borough Local Plan 2036. The SHLAA includes all known sites that have the potential for housing development. The inclusion of a site in the SHLAA does not have any relevance to whether planning permission would be granted at the site; the SHLAA is the evidence for the Local Plan not planning applications.

3.5 In line with the NPPF, development on brownfield land has been promoted through the analysis in the SHLAA's assessment of suitability. Nonetheless, the high level of need for new homes means that development of greenfield sites will also be necessary.

3.6 A constraints analysis (detailed in the Housing Constraints and Supply Analysis) firstly looked at high level constraints (i.e. those that make a site unsustainable for development). This analysis has shown that sections of the Borough would be inherently unsustainable for substantial levels of future development.

3.7 Taking the established housing need for the Borough of 11,250 there are already a significant amount of homes already 'in the bag'. Taking the completed dwellings since 2011, sites with outstanding planning permission, the Local Plan allocations without planning permission and windfall, there is a supply of 6,441. Against the need for new housing of 11,250, this leaves 4,809 homes still to find sites for.

	Need requirement	Net Dwellings Completed or Committed
Total Borough Objectively Assessed Need (OAN) 2011-2036	11250	
Completed dwellings (2011/12 – 2015/16)		1693
Permissions (outstanding planning permissions at 01/04/16)		1863
Allocations in current Local Plan (yet to be completed/permitted at 01/04/16)		1694
Windfall Development (up until 2036)		1191
Totals	**11250**	**6441**
Remaining OAN to be addressed (i.e. the gap)	4809	

Table 1: Existing completions and commitments vs OAN

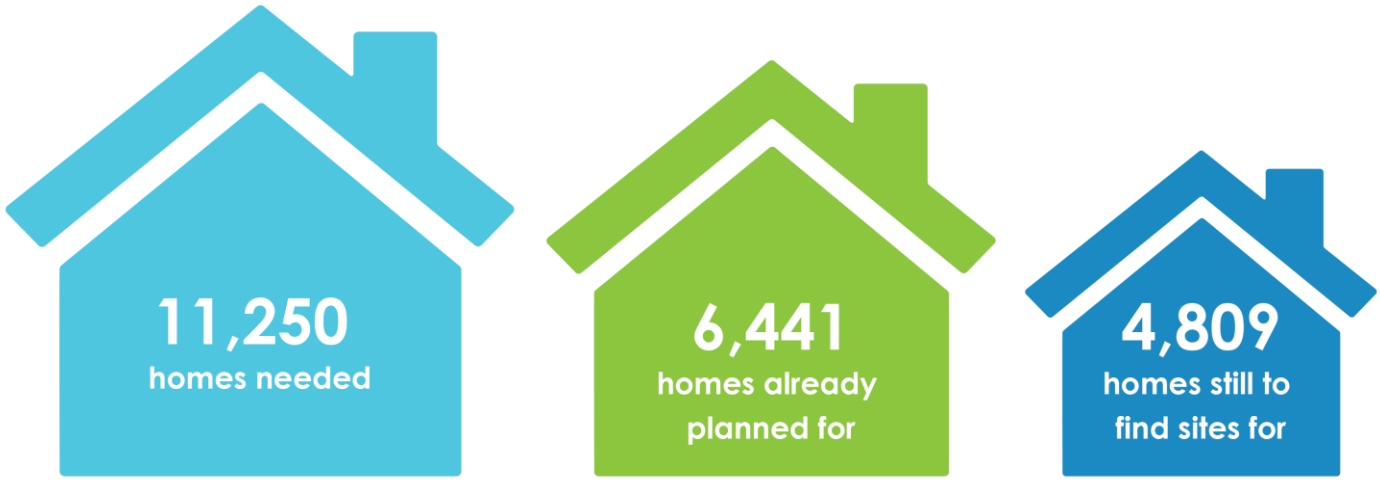


Figure 1: Existing housing supply compared to the need for new homes as set out in Table 1 of the Local Plan Housing Statement

3.8 In order to address this apparent gap, further investigation has taken place for additional housing potential in the Borough. This has used the SHLAA process (including the 2016 Call for Sites and SHLAA refresh) to establish further brownfield and greenfield sites that offer potential as discussed in Paragraphs 3.3 and 3.4.

Further Urban Area Sites

3.9 Limited further brownfield sites within the existing urban area which could be developed for housing have been identified. All deliverable or developable brownfield sites are already identified in the Strategic Housing Land Availability Assessment. Any potential urban area housing sites are already supported in principle through the Adopted Local Plan (in particular Policy CS17 of the Core Strategy). These are the types of sites already accounted for in the detailed windfall analysis. Delivery from small-scale windfall sites will continue to be taken into account.

Guiding Principle 3

In line with the NPPF, Havant Borough Council will continue to promote the development of brownfield land:

- The new Local Plan will maximise the residential development of brownfield sites by looking at potentially significantly higher densities around town centres and transport hubs
- Prior to the adoption of the new Local Plan, development on brownfield sites which are considered suitable for housing under the Adopted Local Plan will continue to be supported, even if they are not specifically allocated.

3.10 Further greenfield and previously developed urban extension sites of various sizes have also been considered. These are sites already identified in the SHLAA but which are not allocated in the Adopted Local Plan (Allocations) and previous or slightly revised SHLAA sites (for instance when site areas may have changed). Some new SHLAA sites have also been submitted as part of the 2016 'Call for Sites' and Draft Local Plan Housing Statement Consultation. Of these newly identified, smaller sites, there is potential to deliver 65 dwellings within the urban area. In addition, previous discounted SHLAA sites have been reconsidered in light of identified housing need.

Sites considered suitable for 'early release'

3.11 In light of the identified housing need and the 4,809 dwelling 'gap' identified in Table 1, it is appropriate that the Council considers greenfield sites and previously developed land for development in the short term. Nevertheless, as specified above (paragraph 3.10), potential for an additional 65 dwellings have been identified as part of the Local Plan Housing Statement consultation (see Table 4).

3.12 The Draft Local Plan Housing Statement initially identified Campdown as a Strategic Site in its own right. However, given the site comprises two distinct parcels of land which do not make a coherent whole and are not dependent on each other for delivery, it has not been considered appropriate to take this forward as a single comprehensive strategic allocation. As such, the 'Land east of College Road' Site (UE70) and 'Land north of Fort Purbook' Site (UE72) have therefore been identified as two separate urban extensions and have been recategorised as 'early release' sites accordingly.

3.13 As a result of consultation on the Draft Local Plan Housing Statement, 'Land North of Hollybank Lane and Long Copse Lane' (UE39) and 'Land North of Long Copse Lane' (UE50) have been extended and merged to form a single urban extension referenced as site UE76 in the table below. With this, two additional parcels of land (UE73 and UE74) have been incorporated into UE76; these two smaller sites were not previously identified in the Call-for-sites at the beginning of the year, but were put forward during the Local Plan Housing Statement public consultation. This newly combined area known as 'Land North of Long Copse Lane' (UE76) is expected to be delivered in a comprehensive manner and is identified as having an indicative site yield of 260 dwellings accordingly[39].

[39] Land North of Hollybank Lane and Long Copse Lane (UE39) and Land North of Long Copse (UE50) were initially identified as separate sites and a combined capacity of 220 dwellings (54 + 166).

Site reference	Site	Indicative No. of dwellings	Identified 'Other Development Uses'*
Emsworth			
UE67	Land to the rear of Redlands House	5	
UE76	Land North of Long Copse Lane	260	
UE02b	Land North and West of Selangor Avenue	154	
Havant and Bedhampton			
UE28	Littlepark House, Bedhampton	47	
UE30	Land South of Lower Road, Bedhampton	50	
UE53	Land East of Castle Avenue	60	
UE55	Southleigh Park House	35	
UE68	Forty Acres	300	Allotments
Waterlooville			
UE70	Land East of College Road, Campdown	350	Sports facilities
UE72	Land North of Fort Purbrook, Campdown	100	
	Total	**1361**	

Table 2: Further greenfield and previously developed sites outside of the urban area suitable for 'early release'.

* This should not be considered an exhaustive list and the potential non-residential development to be provided on the site should be discussed with the Council at pre-application stage.

3.14 The sites listed in Table 2 have all been considered through the 2016 SHLAA process to be deliverable or developable. As such they are free of constraints that cannot be mitigated, are available for development, and sustainable development could be achieved on the site. Whilst development on these sites would be contrary to Policies CS17 and AL2 which indicate that residential development should be resisted, it is necessary to make a departure from the Adopted Local Plan given the high level of housing need that exists. As such, the Council will support the principle of residential development on the sites ahead of the adoption of the Havant Borough Local Plan 2036, subject to compliance with the remainder of the policies in the Adopted Local Plan and the Guiding Principles in this Housing Statement.

3.15 The yields set out in Table 2 are based on the Call for Sites submissions, a desktop evaluation of the available data and information including submissions to the Draft Local Plan Housing Statement Consultation. The Council has adopted a deliberately cautious approach in the desktop appraisal of sites by Officers. As such, the yields for these sites should be considered as indicative.

3.16 Nonetheless, given the high housing need and the early stage at which these sites are at, it is possible that the yield may vary in response to site specific constraints and opportunities. This will be taken into account during pre-application discussions, at Development Consultation Forums, through the determination of planning applications; and adjusted in the monitoring of five year housing supply as appropriate. Development proposals for any site will need to be informed by detailed technical analysis and modelling in order to demonstrate that the proposed level of residential development is sustainable and achievable, and that the site is being used in an efficient way.

3.17 Consultation on the Draft Local Plan Housing Statement highlighted that residents across the Borough have significant concerns regarding infrastructure capacity. Specifically whether the Borough's infrastructure is adequate to support the needs of existing and future residents. Existing allocations and sites identified for 'early release' will continue to be expected to make provision for infrastructure through payment of the Community Infrastructure Levy and to provide necessary on-site and off-site infrastructure, secured through legal agreement (this matter is considered in further detail below). This will be essential in demonstrating that development on these sites is sustainable.

3.18 Table 2 identifies where the Council expects other development uses to be provided at this initial stage in the preparation of the Havant Borough Local Plan 2036. Based on the Strategic Development Areas Financial Feasibility Study, the Council identified a requirement to deliver a minimum of 350 dwellings and sports facilities on the 'Land East of College Road' Site (UE70) to accommodate the needs of the Borough's growing sports clubs. The Council has also identified that the high quality of agricultural land present on the 'Forty Acres' Site (UE68) also provides an ideal opportunity to provide new allotments as part of the open space provision. This list will continue to evolve with the Local Plan evidence and so applicants should consult the Council on other requirements for the sites through pre-application discussions.

3.19 The Council will carefully consider the development and infrastructure requirements associated with the remaining 'early release' sites through the planning application process. Any application for residential development on the sites identified in Table 2 or any other housing sites outside of the urban area must be accompanied by a comprehensive Infrastructure Delivery Statement. There is also an expectation that landowners and developers will also undertake detailed technical analysis and modelling work and consultation with infrastructure providers, stakeholders and local residents to ensure that any site or area specific issues are identified at an early stage. Infrastructure Delivery Statements should be produced, as agreed and in collaboration with the Local Planning Authority. The Local Planning Authority has produced an Infrastructure Delivery Statement template to support developers and set out expectations which is available to view on the Council's website at: www.havant.gov.uk/localplan.

3.20 The principle of residential development on such a site will only be considered acceptable if it is identified in Table 2 and if the Infrastructure Delivery Statement contains proposals which fully mitigate the impact of the development in question on the Borough's infrastructure network. The delivery of infrastructure to support proposed development is essential in determining whether proposals on 'early release' sites are sustainable in accordance with Guiding Principle 2.

3.21 The evidence base for the Havant Borough Local Plan 2036 is still being developed and the sites in Table 2 are not formally allocated in a local plan. As a result, it is expected that applicants for any site not formally allocated in the Adopted Local Plan will engage thoroughly and extensively with the Council's pre-application advice service, including presenting the site at a Development Consultation Forum. Pre-application public consultation will also be expected.

Sites with uncertain potential at this stage

3.22 In response to key issues raised through consultation on the Draft Local Plan Housing Statement, the Council has determined that UE52 (Land adjoining 47 Portsdown Hill) is not appropriate for development with a proposed number of five dwellings. It is considered that five dwellings would be challenging to achieve without significant harm to the setting of the Grade II Listed Sunspan House. Whilst a yield of less than five dwellings on the site will likely be achievable, this would mean that the site should not be specifically identified in the SHLAA of Local Plan Housing Statement; as such the site has been removed.

Future development on Hayling Island

3.23 In response to key issues raised through consultation on the Draft Local Plan Housing Statement by a number of stakeholders, the Council has determined that sites on Hayling Island are not appropriate for 'early release' and the site or area specific issues raised should be fully explored through the new Local Plan (and these issues are explored in further detail below). These sites will be re-categorised as sites with 'uncertain potential' in the SHLAA. As part of this re-categorisation, it is proposed to combine the 'Rook Farm' Sites, namely 'Land South of Rook Farm' (UE17), 'Land North of Rook Farm' (UE35) and 'Land West of Rook Farm' (UE63) as a single SHLAA site for the purposes of clarity. This will enable the Council to consider the suitability of the land to be considered comprehensively.

3.24 The consultation on the Draft Local Plan Housing Statement highlighted specific infrastructure issues on Hayling Island which will require further investigation before future development can be considered sustainable under the NPPF. In particular, stakeholders highlighted issues relating to flooding, highway capacity, the single access to the Island, healthcare, education and the provision of utilities. These are strategic issues which relate to the Island as a whole and not necessarily within the ability of a single development proposal to overcome in the absence of a comprehensive framework, which can only be provided through the new Local Plan.

3.25 Further evidence is needed to fully resolve these issues. As such, the Council considers that it cannot be guaranteed that the sites are suitable for development. The Council will, however, continue to explore the sustainability of future development on Hayling Island through the production of the Havant Borough Local Plan 2036 and the evidence base which supports it. It will continue to explore the evidence regarding the suitability of development on these sites, actively working with our partners at the Eastern Solent Coastal Partnership, Hampshire County Council (as Highways Authority and Local Education Authority), and the South East Hampshire Clinical Commissioning Group and utility providers. This will inform the approach towards these sites in the Pre-Submission draft of the Havant Borough Local Plan 2036.

Sites with uncertain potential at this stage on Hayling Island

- UE18 Station Road (North of Sinah Lane/West of Furniss Way)
- UE77 Land at Rook Farm

New Sites with Uncertain Potential

3.26 As there is a high housing need, the Council can leave no stone unturned in finding sustainable housing sites to meet this need. Through the consultation on the Draft Local Plan Housing Statement a number of new sites were promoted by landowners/developers. These have been identified as sites with uncertain potential for housing delivery. The suitability of these sites for development will be assessed through the evidence base for the new Local Plan and the proposals subject to consultation.

3.27 The following sites have been identified with uncertain potential at this stage and will be considered further in the production of the Havant Borough Local Plan 2036:

Sites with uncertain potential at this stage

Havant and Bedhampton

- UE02a Land north of A27and further east of Castle Avenue
- UE54 Southmere Field, Langstone Road
- UE75 Helmsley House, Bartons Road

3.28 Given the uncertain potential of these sites, and in particular the outstanding questions in relation to the sustainability of Hayling Island to accommodate future development, it has not been considered appropriate to identify yields for these sites at this stage. The Council expects the site and area specific issues raised through the consultation, notably that of infrastructure capacity and the need for upgrading/improvements, to be fully explored through the production of the new Local Plan and the evidence base which supports it. In the interim, development proposals on sites with uncertain potential will be resisted in accordance with Guiding Principle 4.

Guiding Principle 4

The principle of residential development on Table 2 sites will be considered favourably in order to contribute towards the objectively assessed housing need and to significantly boost housing supply in the Borough. This material consideration means that there is sufficient weight to justify a departure from Policies CS17 and AL2. Proposals coming forward for Table 2 sites will be expected to continue to meet the remaining requirements of the Adopted Local Plan. Such sites will only be agreed in principle if accompanied by an Infrastructure Delivery Statement, produced as agreed by and in collaboration with the Local Planning Authority.

Two identified housing development sites on Hayling Island (UE18 and UE77) are considered to have uncertain potential for development. The strategic infrastructure constraints facing this part of the Borough mean that the suitability of these sites will be fully explored through the comprehensive Local Plan Infrastructure Delivery Statement that will be part of the Havant Borough Local Plan 2036. This will highlight constraints at a site-specific level together with strategic infrastructure issues on Hayling Island and whether there is scope to mitigate these constraints and issues.

Three other sites (UE02a, UE54 and UE75) were also suggested through the consultation. The suitability of these sites will be fully explored through the preparation of the Havant Borough Local Plan 2036.

Development proposals on any sites not in the urban area (as identified by Policies CS17 and AL2) and not identified in Table 2 of the Local Plan Housing Statement will be resisted. This is due to the presence of site constraints which mean the adverse impacts of development would significantly and demonstrably outweigh the benefits when assessed against the National Planning Policy Framework as a whole. If any such proposals are submitted as a planning application they should be accompanied by an Infrastructure Delivery Statement (in accordance with the requirements of the LPA) to demonstrate how the impact of the development would be completely mitigated.

Development proposals on the strategic site will be considered in accordance with Guiding Principle 5.

3.29 To ensure the quality of the environment remains high in the Borough, the Sustainability Appraisal (SA) and Habitats Regulation Assessment (HRA) for the Havant Borough Local Plan 2036 will be prepared in continuous dialogue with statutory consultees at Natural England, Historic England and the Environment Agency. The role of the HRA and SA is to ensure that housing sites do not have unacceptable consequences on the environment. For example, on sites with any likelihood of Brent Geese or waders the HRA will identify a mitigation option that can be accommodated as part of the development.

3.30 The Council is also committed to working in partnership with Natural England to ensure that air quality modelling informs the new Local Plan. The results will then inform any necessary avoidance and mitigation measures which will be secured through the development requirements for each individual allocation through the new Local Plan. Table 4 and Figure 2 (overleaf) shows that even when taking into account these additional sites there still remains a significant gap (3,383 homes) between the objectively assessed need for housing and the available supply in the Borough.

	Need requirement	Net Dwellings Completed , committed and further supply
Total Borough Objectively Assessed Need (OAN) 2011-2036	11250	
Completed dwellings (2011/12 – 2015/16)		1693
Permissions (outstanding planning permissions at 01/04/16)		1863
Allocations in current Local Plan (yet to be completed/permitted at 01/04/16)		1694
Windfall Development (up until 2036)		1191
Additional sites inside the urban area		65
Additional sites outside the urban area		1361
Totals	**11250**	**7867**
Remaining OAN to be addressed (i.e. the gap)	3383	

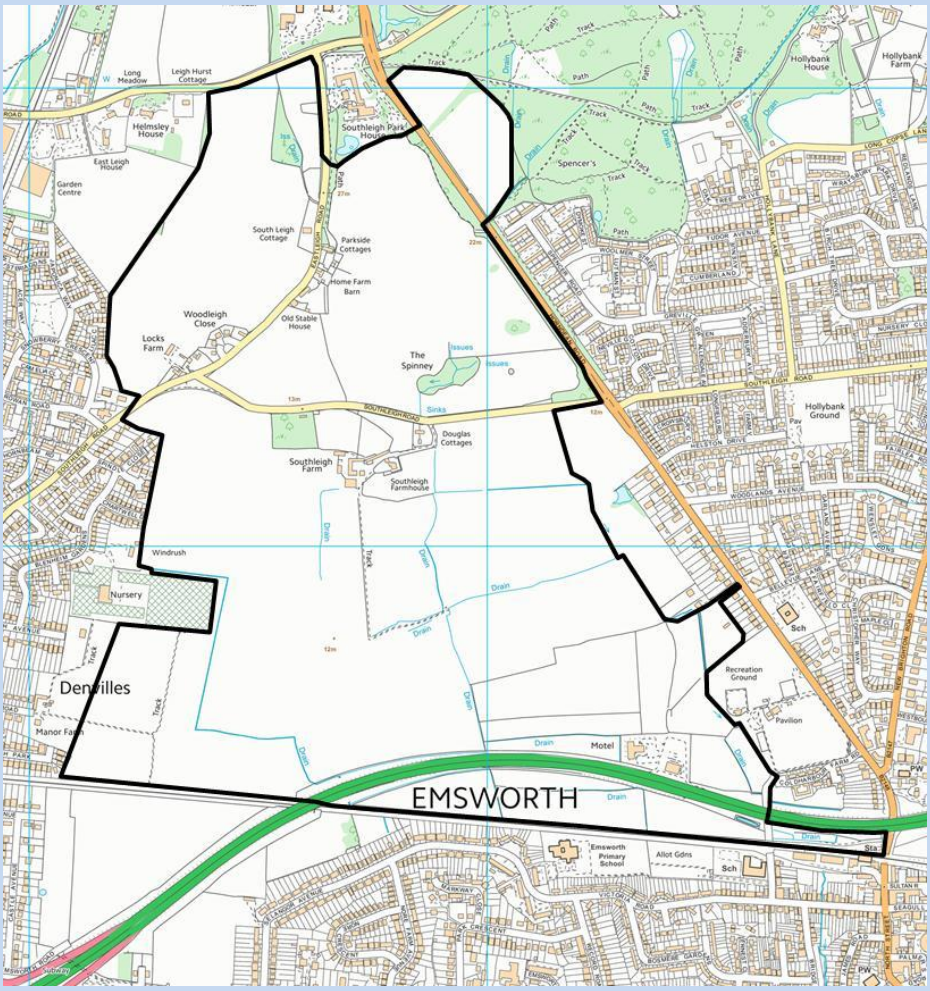
Table 4: Existing completions, commitments and additional greenfield vs OAN

Figure 2: Existing housing supply and urban extension sites compared to the need for new homes as set out in Table 3 of the Local Plan Housing Statement

New Strategic Site

3.30 There is one area of the borough which is free from significant high level constraints and which remains undeveloped. Without positively identifying this site and working with the landowners and their representatives to identify the best way to take the site forward for development there is a risk that proposals for the site could be speculatively submitted, potentially in a piecemeal manner. This is likely to undermine the ability to secure the right infrastructure delivered at the right times to support new substantial development. It will also lessen the ability to achieve a sustainable and well planned community.

Strategic Site: Area Between Denvilles and Emsworth



Further details about this site and the potential for new development is included in the Strategic Development Areas Financial Feasibility Study. It is considered that the site is likely to be capable of accommodating a minimum of 1,650 dwellings and a local centre.

The site will require as a minimum improvements to nearby highway infrastructure, a new junction on the A27 and associated link road north, a new primary school, green infrastructure and surface water drainage. The development will need to be laid out in such a way that there remains clear distinction between the settlements of Emsworth, Denvilles and Warblington after completion of the development. Further work regarding infrastructure provision and settlement identity is ongoing and will feed into the allocation for the site in the new Local Plan.

3.31 In order to address the Borough's housing need as part of the new Local Plan it is inevitable that this site will need to be considered. Preliminary work looking at the infrastructure requirements, development capacity and timeframes for the site coming forward has started and it is proposed that

this continues through the Local Plan process. All this can feed into appropriate masterplanning and the new Local Plan as appropriate.

3.32 Strategic sites of this nature require extensive preliminary work and have longer lead in times than smaller sites. It is intended that public consultation will inform a Masterplan to bring the site forward in the most sustainable way which ensures that it is a high quality community which will stand the test of time. Community and wider stakeholder involvement in the masterplanning of the site will be facilitated through a Development Charrette[41].

3.33 Piecemeal development of the strategic site would hinder the ability to ensure the correct type and scale of infrastructure is provided. Poor quality piecemeal development could result in less housing being provided as the most efficient layout across the entirety of the site is not being proposed. As such, it is vital that the site is progressed through the new Local Plan with the appropriate level of background evidence and analysis and with the input of local communities. This will ensure that the benefits from delivering the new strategic site is maximised. Delivery in a comprehensive manner can bring benefits to existing as well as new communities such as through the provision of new educational or sports facilities, highway infrastructure and retail outlets.

Guiding Principle 5

The comprehensive development the Area Between Denvilles and Emsworth will be progressed through the new Local Plan. The strategic site should be appropriately masterplanned, in consultation with local communities, in order to ensure that it is brought forward comprehensively. This will establish the development potential of the site, the mix of development types which should be brought forward, phasing, settlement identity and infrastructure requirements.

So as to ensure that the correct scale and type of infrastructure is provided, development of the site in whole or part will be resisted until allocated through the new Local Plan and appropriately masterplanned.

Following masterplanning, development of the site will need to be coordinated through a single outline planning application which covers the entirety of the strategic site. This will ensure appropriate coordination of the necessary infrastructure which is needed to support the site.

The Council is committed to the comprehensive and coordinated delivery of this key site. Continuous dialogue will take place with landowners, infrastructure providers, other stakeholders and local communities in order to achieve a comprehensive, sustainable and deliverable development. In order to achieve comprehensive sustainable and deliverable development of the strategic site the Council will use all power open to it to facilitate this objective, including Compulsory Purchase.

3.34 Policies to support the delivery of the strategic site will be developed as part of the new local plan.

3.35 The extensive preliminary work, understanding of infrastructure requirements, anticipated scale and timescale of development at this site means that phasing and overall delivery projections for the strategic site will be separated out from the remainder of the Borough when it comes to housing

[41] A Development Charette is an intensively produced, community-led masterplan for a development site. Usually, in a one or two week session, the charrette assembles key stakeholders, including the public, to collaborate with the design team allowing iterative design proposals, feedback and revisions to take place. This has been shown to be an effective means of encouraging input and producing a valuable masterplan that everyone has mutual ownership of. It is intended that the Design Charette for this site will take place early in 2017 and will eventually inform a masterplan of the site which will be adopted as a Supplementary Planning Document.

policy, monitoring and projected supply. This is to allow for the lead in time required for a scheme of this scale which means a steady annualised delivery spread over a plan period will not be possible.

3.36 The details of this Local Plan Housing Statement and supporting Housing Constraint and Supply Analysis Paper demonstrate that 'no stone has been left unturned' in trying to best meet the identified housing need for Havant Borough. The SHLAA has been revisited and a detailed analysis and understanding has been developed on the development potential for the Borough.

3.37 When assessing all the above potential sources of supply, including the strategic site at the Area Between Denvilles and Emsworth, a gap remains between what can be sustainably achieved in Havant Borough and the housing need for the Borough. This gap stands at 1,733 dwellings as shown in Table 4 and Figure 3 (overleaf).

	Need requirement	Net Dwellings Completed, committed and further supply
Total Borough Objectively Assessed Need (OAN)	11250	
Completed dwellings (2011/12 – 2014/15)		1693
Permissions (outstanding planning permissions at 01/04/15)		1863
Allocations in current Local Plan (yet to be completed/permitted at 01/04/15)		1694
Windfall Development (up until 2036)		1191
Additional sites inside the urban area		65
Additional sites outside of the urban area		1361
Denvilles and Emsworth Strategic Site		1650
Totals	**11250**	**9517**
Remaining OAN unaddressed (i.e. the gap)	1733	

Table 4: Total Projected commitments, supply and new strategic sites vs OAN

Figure 3: Existing housing supply and urban extension sites compared to the need for new homes as set out in Table 3 of the Local Plan Housing Statement

Phasing/Annual Requirements

3.38 New housing provision in the Borough up until 2036 is likely to include a heavy reliance on the new strategic site. Therefore realistic phasing will be required having regard to the lead-in times required to deliver the necessary infrastructure to ensure the delivery of a sustainable community. It is envisaged at this point that the new strategic site will start to have completed dwellings in approximately 2026. Any acceleration would be dependent on significant forward funding of the major infrastructure required to support this scale of development. On the basis of completions on-site starting in 2026 a housing phasing strategy based on Table 5 is proposed. This will need to be refined as part of preparation on the new Local Plan.

	Net Dwellings	Delivery (approx.)
Total New Strategic Site Delivery	1650	Delivery 2026 – 2036 at average of 150 dwellings per annum
Remaining parts of the Borough	7867	Delivery 2011 – 2036 at 315 dwellings per annum

Table 5: Potential target/phasing approach for housing delivery 2011-2036 (figures may not add up due to rounding)

3.39 Further work will be undertaken to confirm whether the market can support this quantum of development (i.e. whether housebuilders are able to build out at this rate). This will be investigated as appropriate in preparation for the new Local Plan.

4. Conclusion

4.1 The Local Plan Housing Statement is a fundamental part of the process of preparing the Havant Borough Local Plan 2036. Alongside this, once adopted by the Council, it will also provide a clear position statement as to which sites the Council consider constitute sustainable development under the NPPF. This will ensure that positive planning for the Borough's future continues until the new Local Plan is adopted.

4.2 The Council has been extremely thorough in examining all potential land across the borough and has 'left no stone unturned' in the search for sustainable sites for development. Taking all the above potential sources into account the total potential supply from 2011-2036 is 9,517 dwellings. The Borough Council will continue to search for additional sustainable sites when formulating the new Local Plan in order to further reduce the 1,733 dwelling gap with the aim of fully meeting the objectively assessed need.

4.3 However, as the overall need figure is based on and applied across the HMA (including six local authorities within PUSH), it is expected that the 1,733 dwelling shortfall will need be addressed by those other authorities that have more extensive land availability that is free from similar high level constraints (as used in the background analysis undertaken by Havant Borough Council). Similarly it is acknowledged that Havant Borough is on the edge of the HMA so it is equally important to liaise with our neighbours at Chichester District Council.

4.4 The Council will continue to work positively with the other PUSH local authorities in the HMA together with Chichester District Council to ensure it can meet the full objectively assessed housing needs in the Borough in so far that it is consistent with the policies in the NPPF and fulfils its responsibility under the Duty to Cooperate.

Guiding Principle 6

The Council will continue to fully comply with our Duty to Cooperate under the NPPF. We will work with nearby local authorities with the aim of reducing or eliminating any identified but unaddressed housing need. We will also continue to work with other relevant organisations to ensure that the step change in development which must take place in the Borough does so in a way which constitutes sustainable development as defined in the NPPF.

Local Plan 2036

Havant BOROUGH COUNCIL

Local Plan Housing Statement

Annex A: Explanation of terms and site map booklet

December 2016

1. Explanation of terms

Overview

1.10 This annex sets out a detailed explanation of the terms used in the Local Plan Housing Statement and also includes maps of all the sites identified in Table 2.

Explanation of terms and figures

1.11 The need for new housing in Havant Borough has been calculated through the 2016 Objectively-Assessed Housing Need Update[42], which was commissioned by the Partnership for Urban South Hampshire (PUSH), of which Havant Borough Council is a part. This study uses a set Government Methodology to establish the need for new housing. The figure for Havant Borough's housing need is 11,250 up to 2036.

Term used	Explanation	Number
Completed dwellings (2011/12 – 2014/15)	The existing local plan covers the period 2006 -2026. All the dwellings count that have been built under the existing local plan since 01/04/2011 when the new local plan starts.	1693
Permissions (outstanding planning permissions at 01/04/16)	The amount of new homes provided if all homes with planning permission on 01/04/2016 are built out. This is the most up-to-date data available.	1863
Allocations in current Local Plan (yet to be completed/permitted at 01/04/16)	The allocations set out in the Adopted Local Plan[43] without planning permission at 01/04/2016. This is the most up to date data available.	1694
Windfall Development (up until 2036)	Windfall is housing that comes forward on small sites that could not be foreseen, e.g. a house is demolished and 4 new homes built, make 3 net additional homes. Windfall is based on past trends in each of five areas of the Borough and further detail is available in the Analysis and Justification Background Paper[44].	1191
Additional sites inside the urban area	Further brownfield sites, on top of those identified through the Adopted Local Plan, on brownfield sites in the Borough's urban areas.	65
Additional sites outside of the urban area	The minimum amount of new housing which would be provided from all urban extension sites in Table 2.	1361
Denvilles and Emsworth Strategic Site	Minimum amount of new housing which would be provided from the strategic site.	1650

[42] This is available on the PUSH website at http://www.push.gov.uk/item_12_-_appendix_2_housing_oan.pdf.
[43] Which is comprised of the Local Plan (Core Strategy) (http://www.havant.gov.uk/planning-and-environment/planning-policy/local-plan-core-strategy) and Local Plan (Allocations) (http://www.havant.gov.uk/planning-and-environment/planning-policy/local-plan-allocations).
[44] http://www.havant.gov.uk/sites/default/files/documents/Windfall%20Background%20Paper%202013.pdf

2. Site maps – Individual sites proposed for ‘early release’ shown in orange

2.1 This section sets out maps of the proposed greenfield urban extension sites which are set out in Table 2 of the Local Plan Housing Statement.

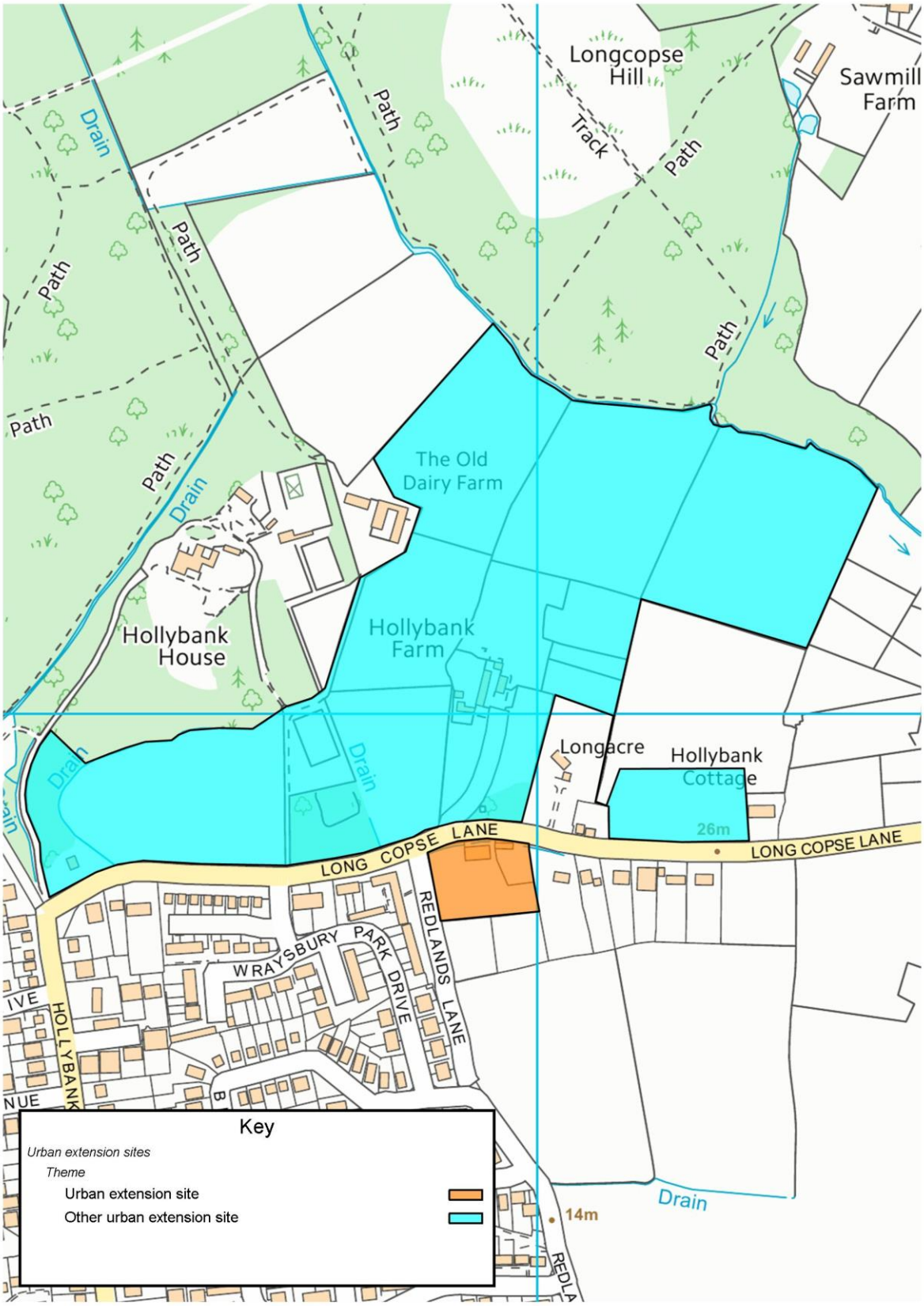
Emsworth Sites

- UE67 Land to the rear of Redlands House (5 dwellings)
- UE76 Land North of Long Copse Lane (260 dwellings)
- UE02b Land north and west of Selangor Avenue (154 dwellings)

Total through urban extensions in Emsworth: 419 dwellings

N.B. The Urban extension sites are in addition to sites in the Emsworth Area that will have outstanding planning permission, may be allocated in the existing Local Plan but do not have permission plus an allowance for windfall development on small sites.

Land to the rear of Redlands House (UE67)



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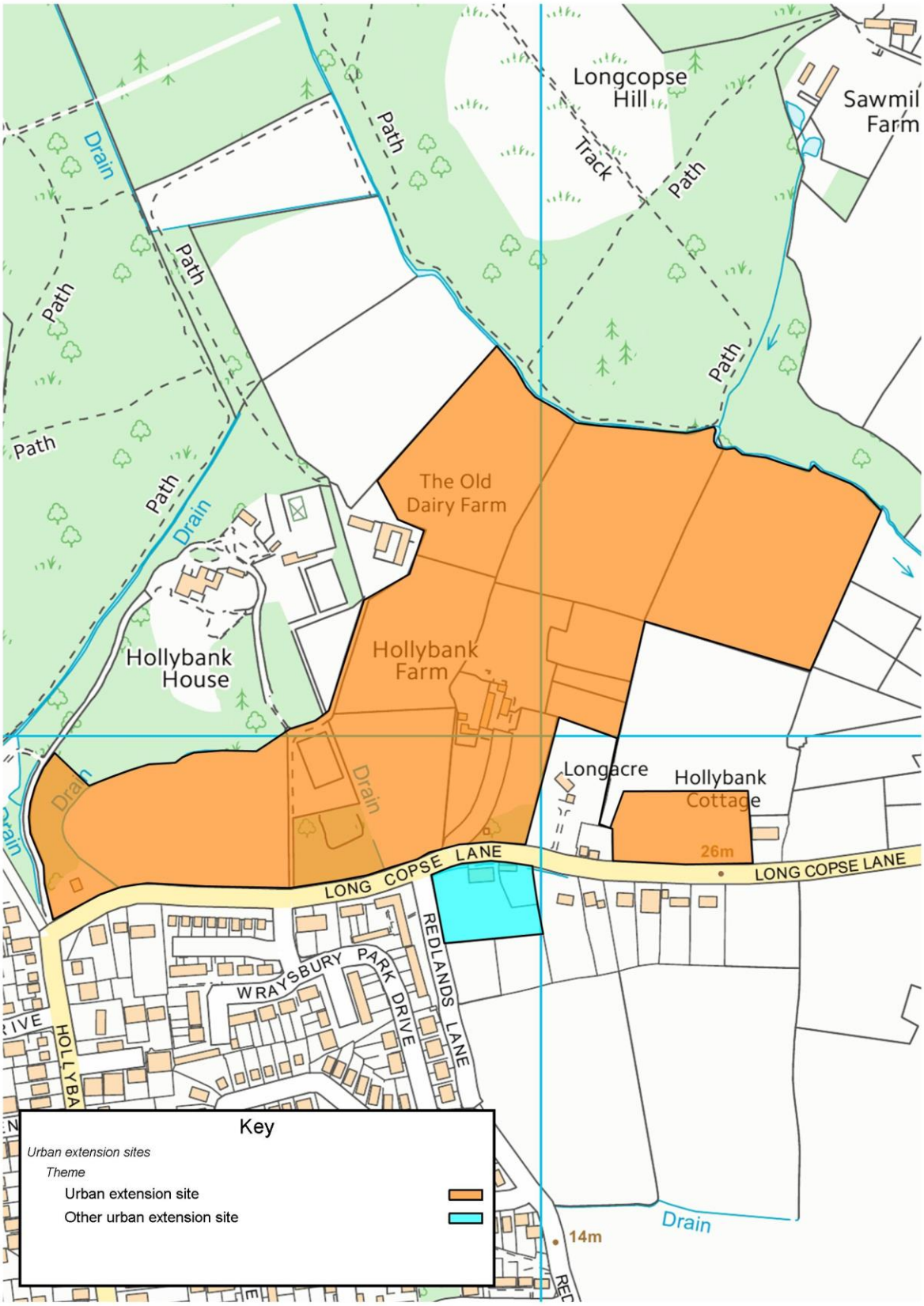
Land North of Long Copse Lane (UE76)



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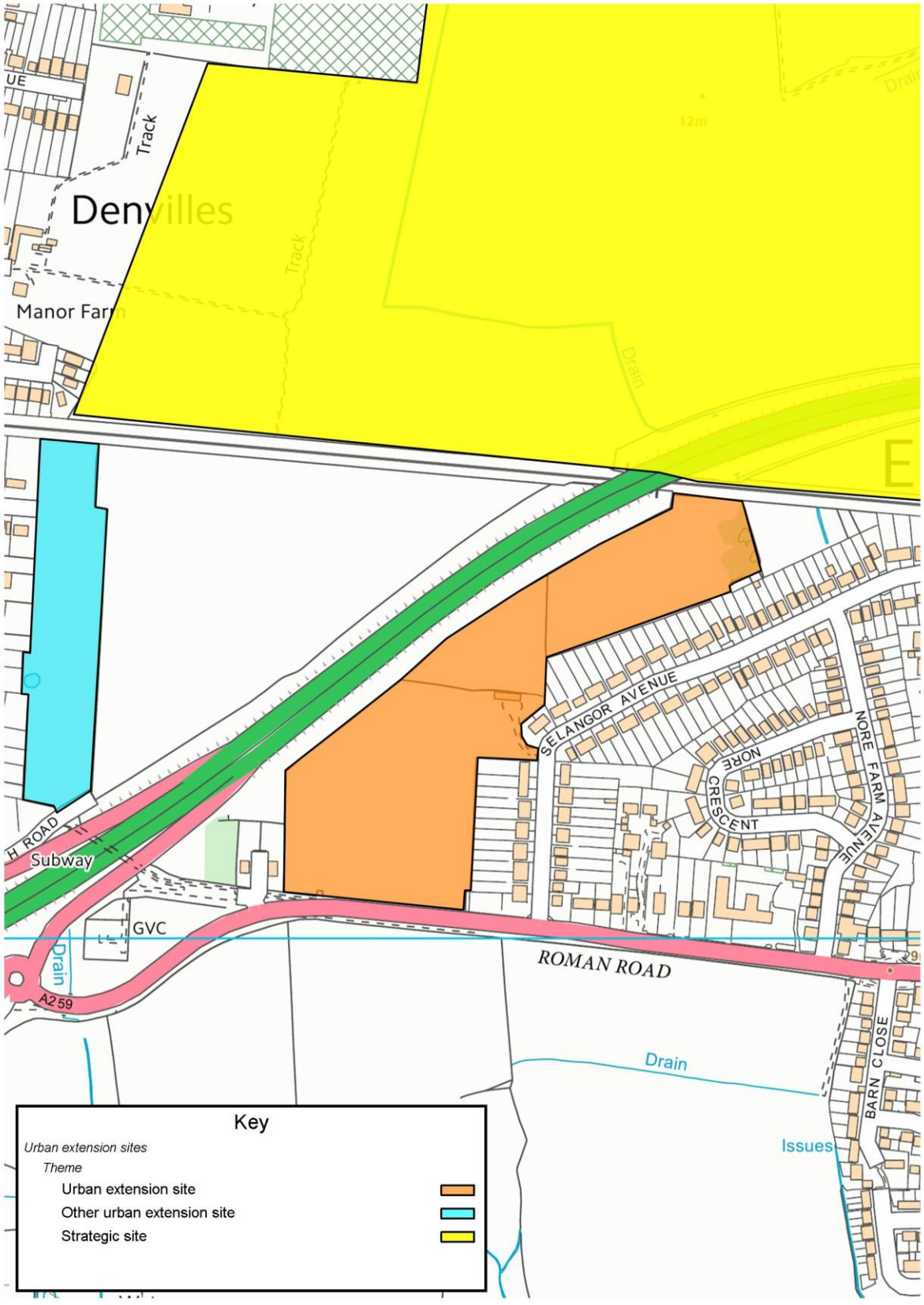
Land North and West of Selangor Avenue (UE02B)



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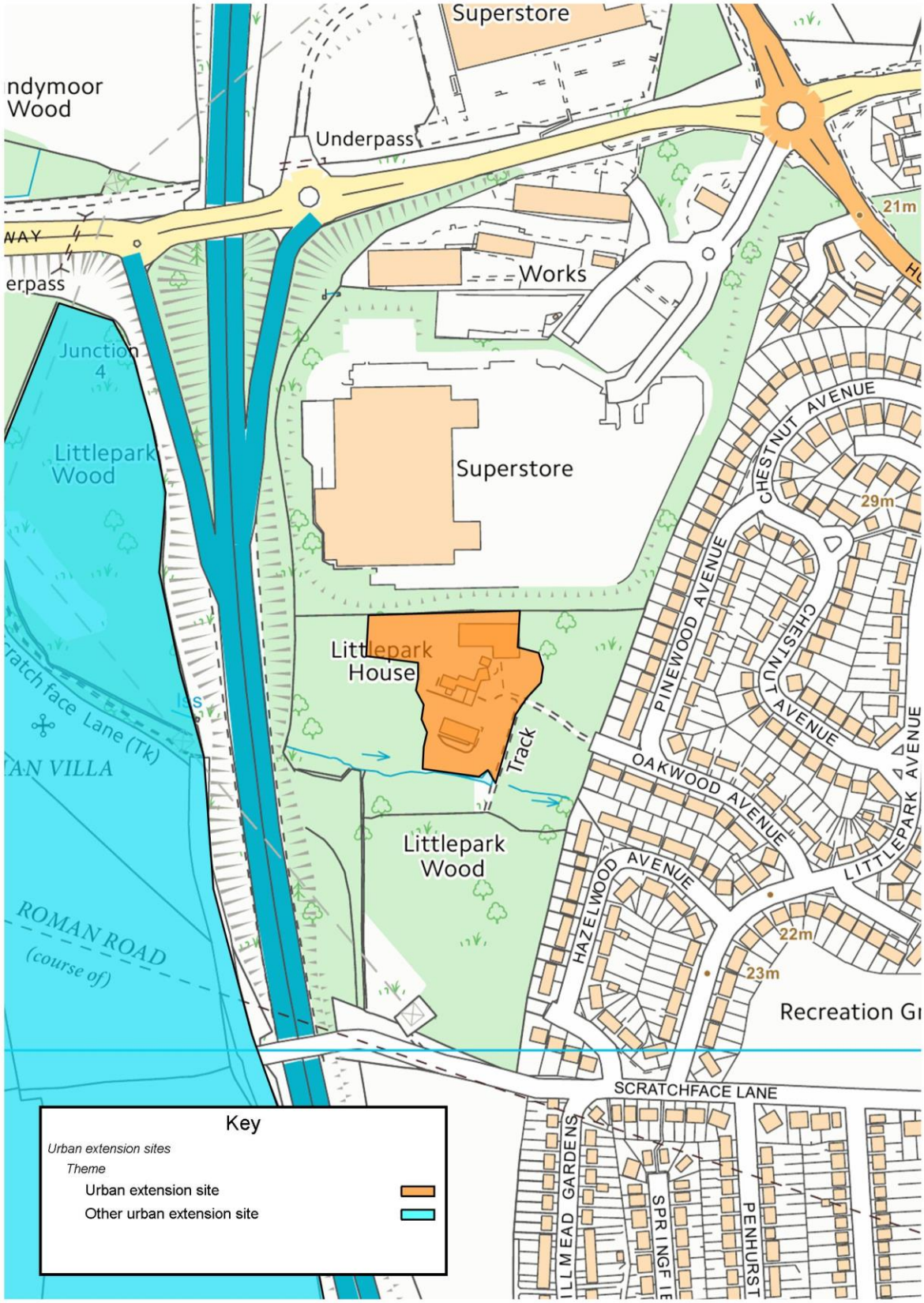
Havant & Bedhampton

- UE28 Littlepark House, Bedhampton (47 dwellings)
- UE30 Land south of Lower Road, Bedhampton (50 dwellings)
- UE53 Land east of Castle Avenue (60 dwellings)
- UE55 Southleigh Park House (35 dwellings)
- UE68 Forty Acres (300 dwellings)

Total in Havant and Bedhampton: 492 dwellings

N.B. The Urban extension sites are in addition to sites in the Havant and Bedhampton Area that will have outstanding planning permission, may be allocated in the existing Local Plan but do not have permission plus an allowance for windfall development on small sites.

Littlepark House (UE28)



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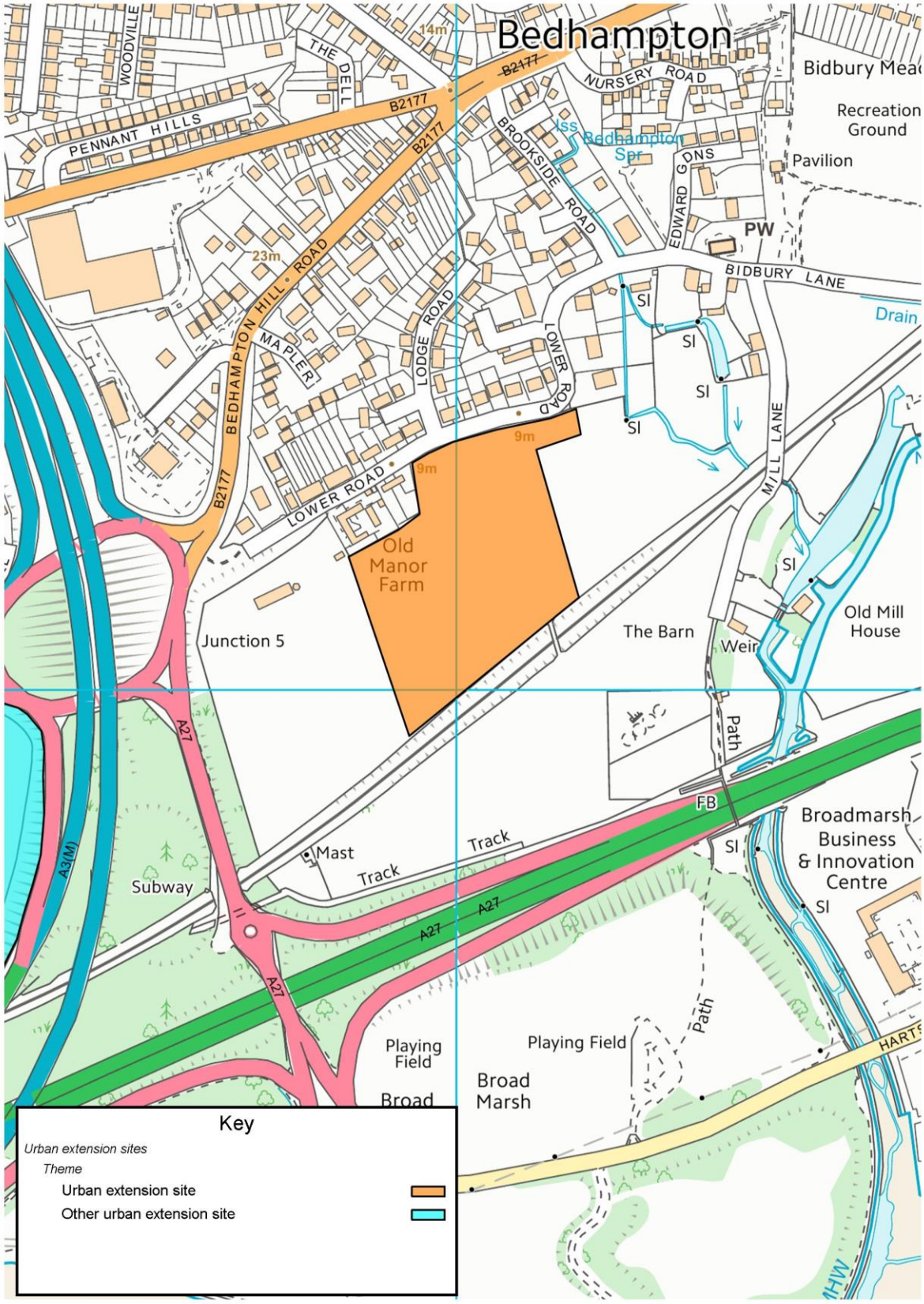
Land South of Lower Road (UE30)



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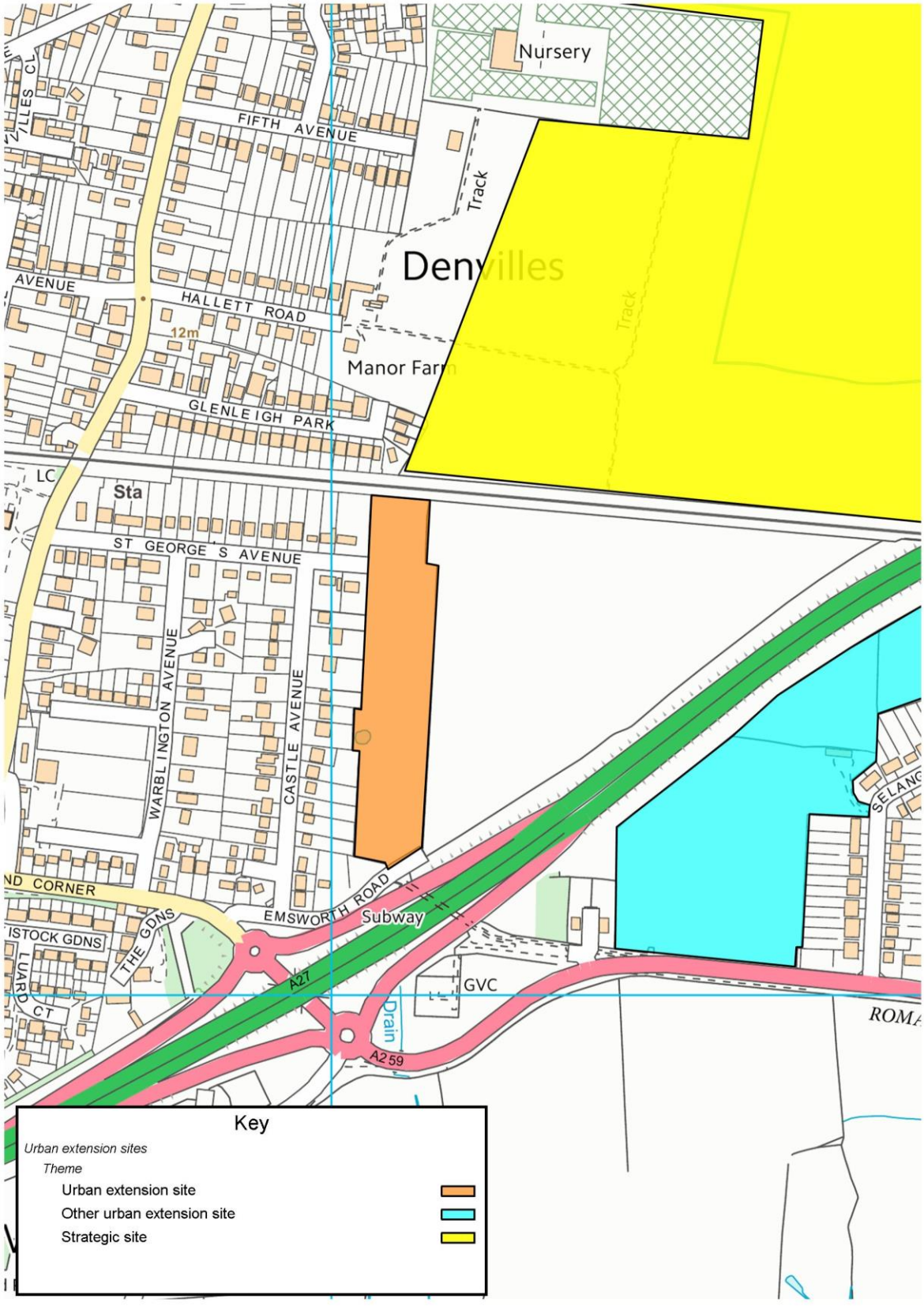
Land East of Castle Avenue (UE53)



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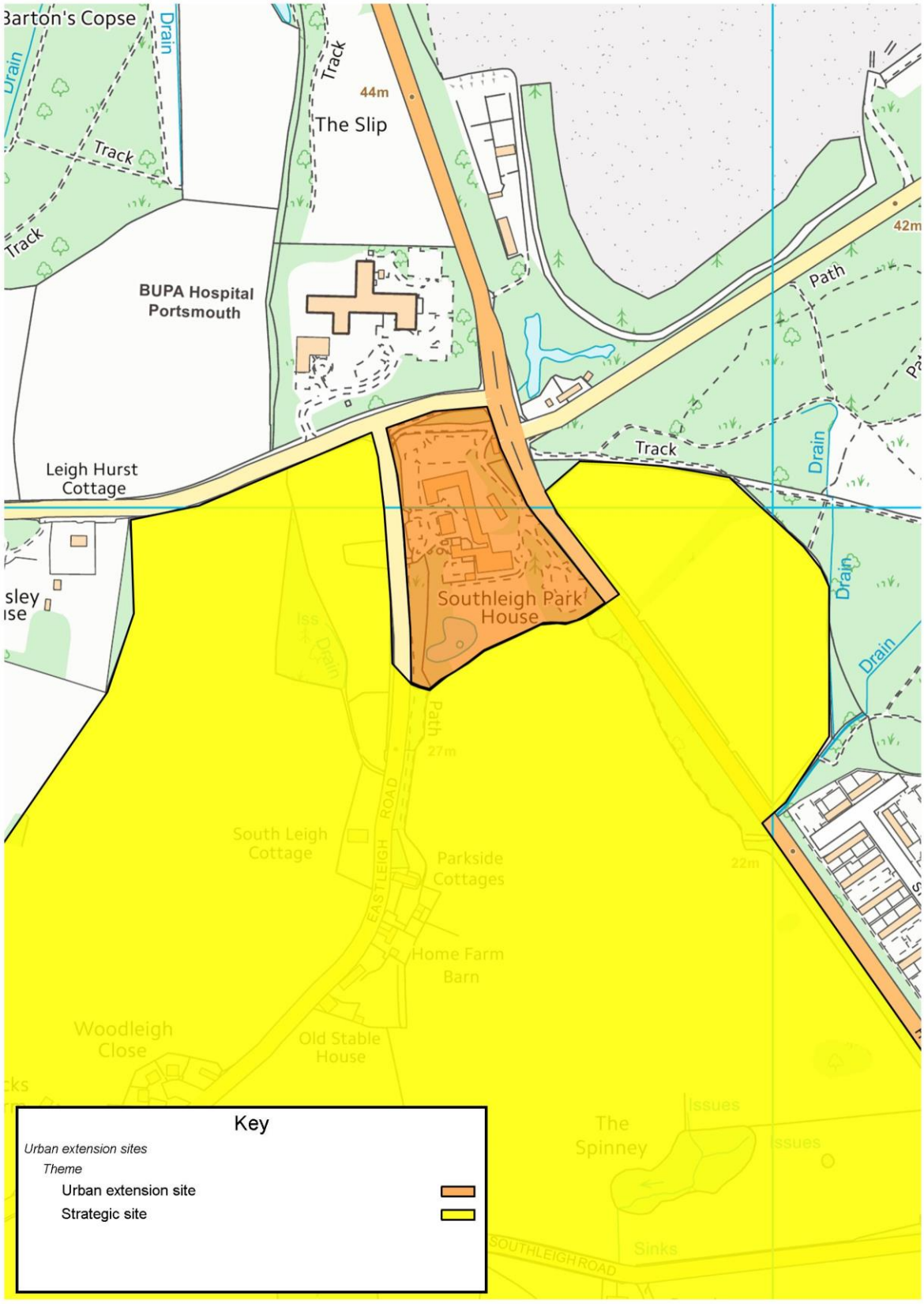
Southleigh Park House (UE55)



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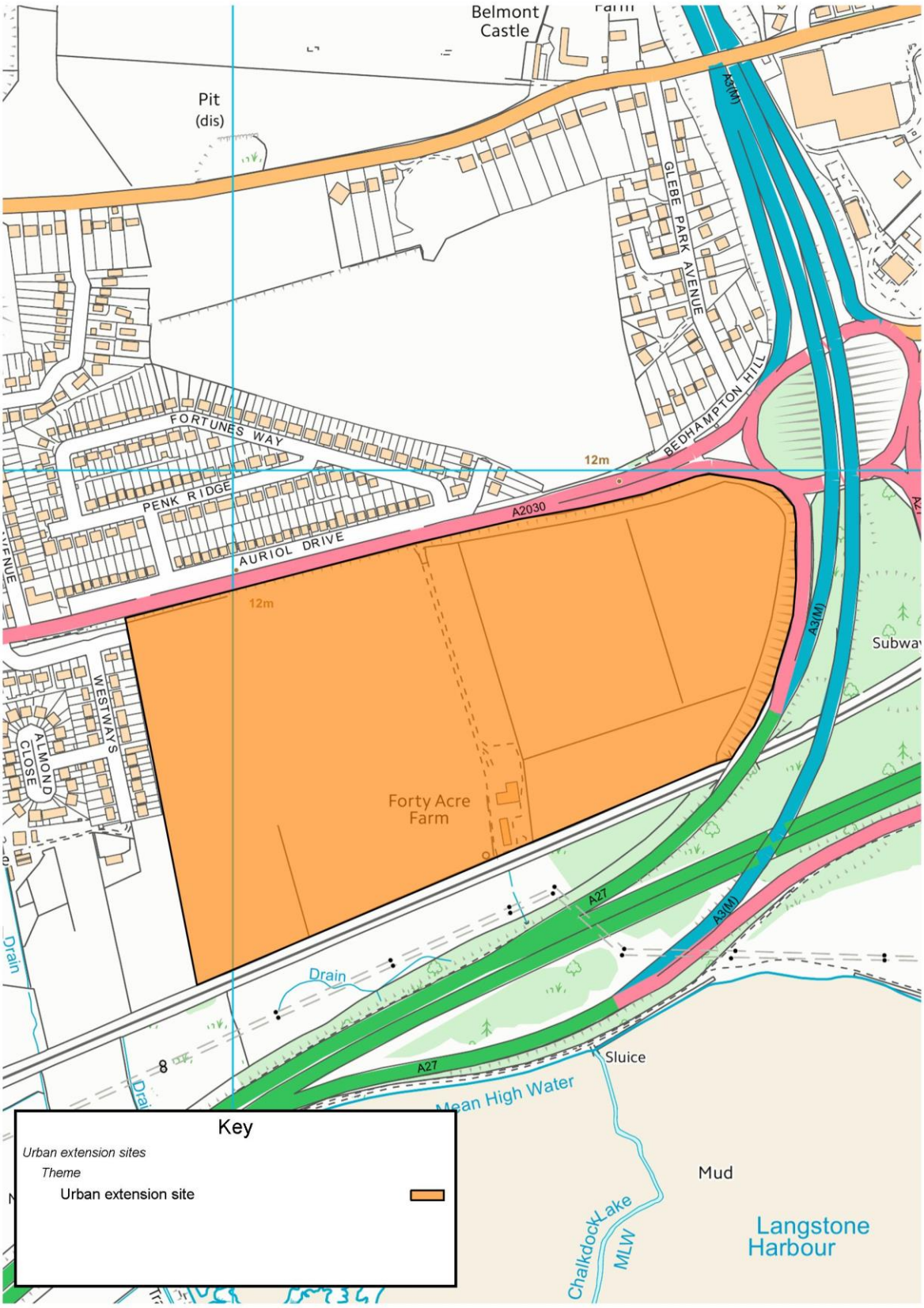
Forty Acres (UE68)



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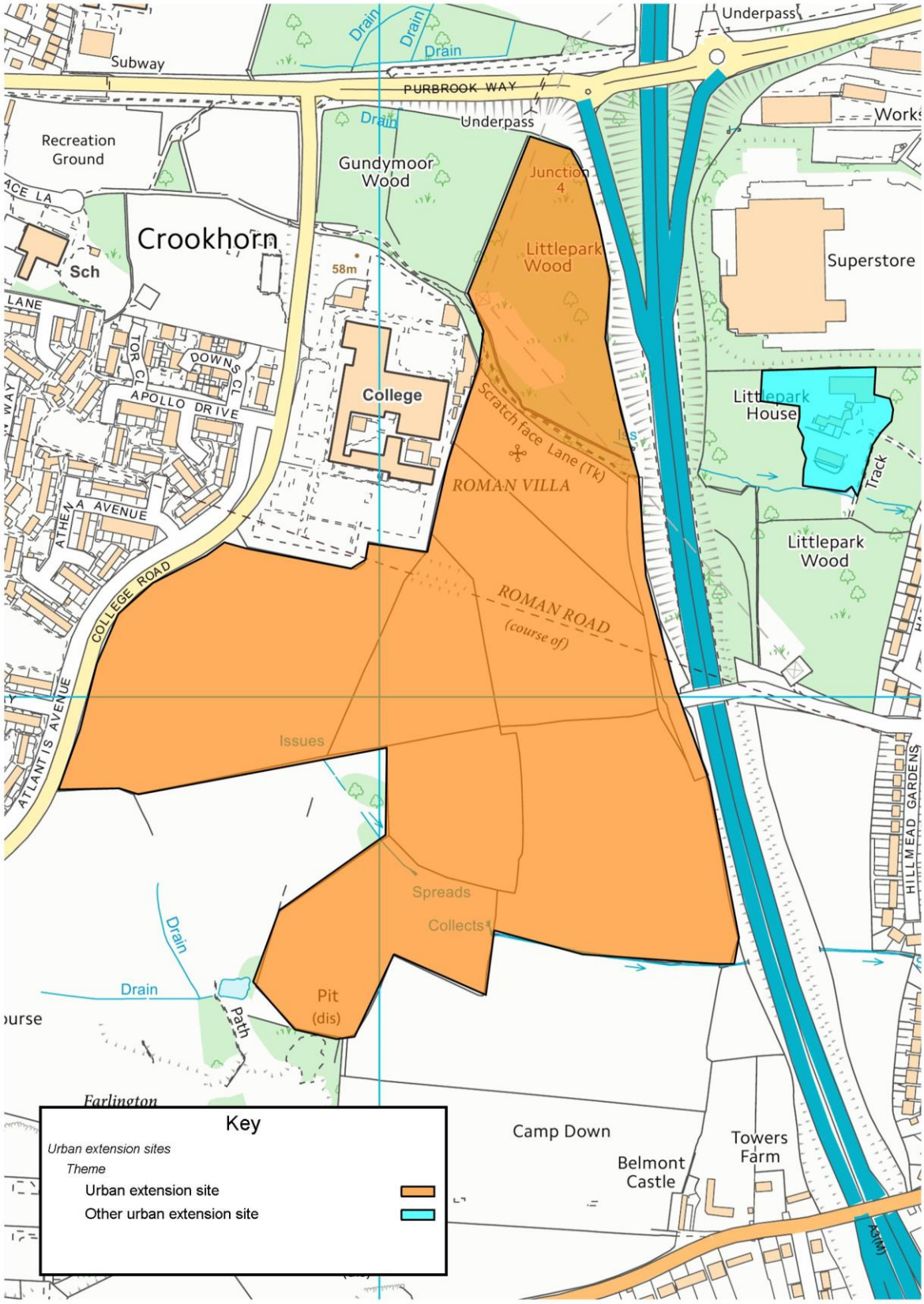
Waterlooville

- UE70 Land East of College Road (350 dwellings)
- UE72 Land North of Fort Purbrook (100 dwellings)

Total in Waterlooville: 450 dwellings

N.B. The Urban extension sites are in addition to sites in the Hayling Island Area that will have outstanding planning permission, may be allocated in the existing Local Plan but do not have permission plus an allowance for windfall development on small sites.

Land East of College Road (UE70)



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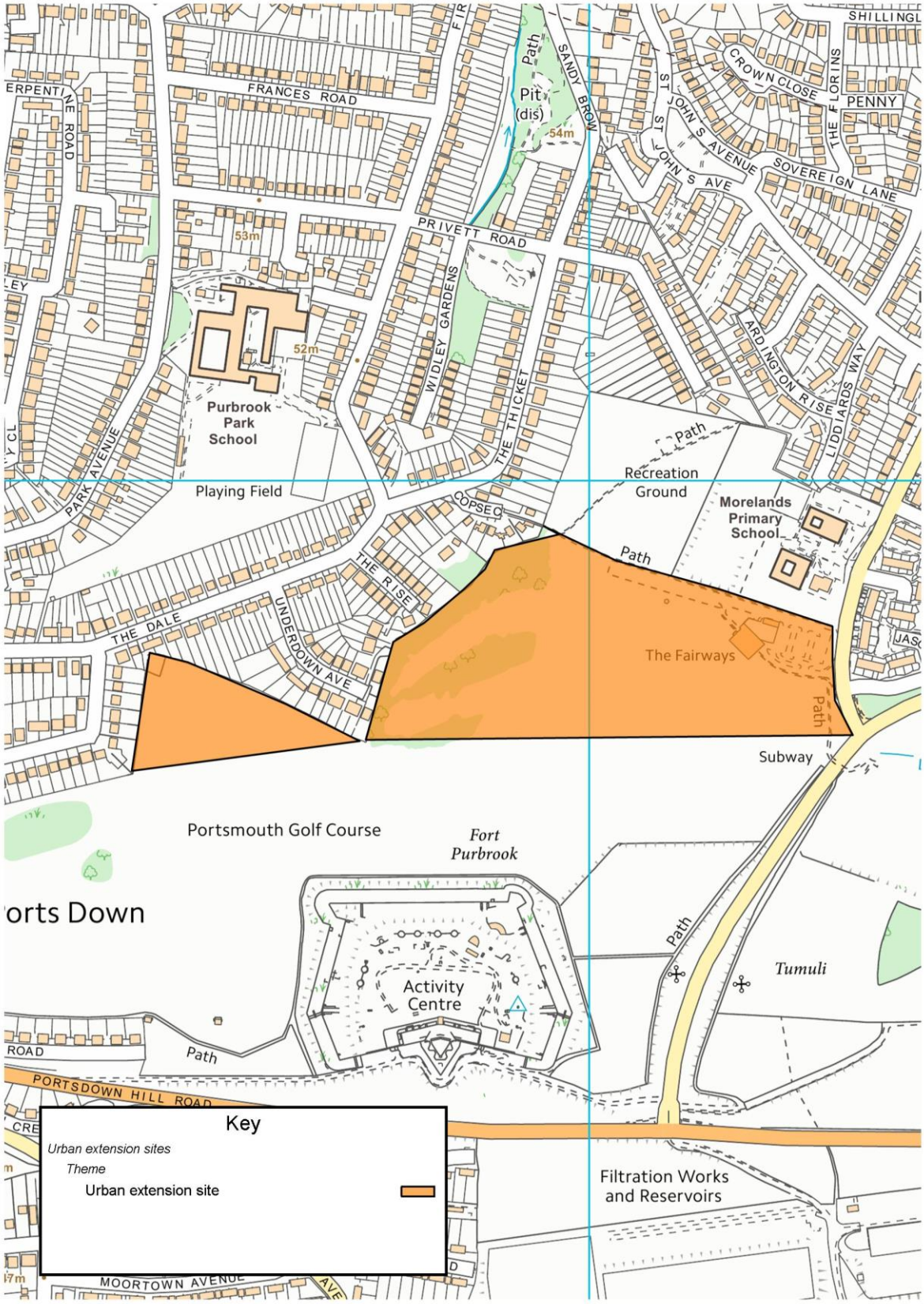
Land North of Fort Purbrook (UE72)



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