

## **HAVANT BOROUGH COUNCIL**

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**Cabinet**

**Wednesday, 20 July  
2016**

### **Draft Local Plan Housing Statement**

**Report by: David Hayward**

#### **FOR DECISION**

**Portfolio: Cabinet Lead for Economy, Planning, Development and Prosperity  
Havant**

**Key Decision: Yes**

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#### **1.0 Purpose of Report**

- 1.1** For Cabinet to consider a review of the Havant Borough Local Plan (Core Strategy and Allocations). As the first stage in that process, Cabinet are recommended to consider and approve the draft Local Plan Housing Statement for public consultation, which would also constitute the statutory consultation for the new Local Plan.

#### **2.0 Recommendation**

Cabinet are recommended to:

- a. Approve a review of the Havant Borough Local Plan (Core Strategy and Allocations).
- b. Approve the Draft Local Plan Housing Statement (appendix 1) for public consultation. This will also form the consultation for the new Havant Borough Local Plan under Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012.
- c. Approve the Local Development Scheme 2016 (appendix 2) for publication.
- d. Delegate authority to the Head of Planning, in consultation with the Portfolio Holder for Economy Planning, Development, and Prosperity Havant, to make any necessary amendments which arise prior to the public consultation period.

### **3.0 Subject of Report**

#### **National context: the requirement for an up-to-date Local Plan**

- 3.1 The Local Plan remains one of the most important functions of the Borough Council. Whilst there have been extensive changes to the planning system in recent years, this has only pushed further towards a plan-led development approach in the UK and has increased the necessity of having an up-to-date Local Plan.
- 3.2 Government have made clear, both in the National Planning Policy Framework (NPPF) as well as in legislation, that significantly boosting the supply of housing is a key national priority. Such is the importance which Government now places on producing Local Plans that if councils fail to produce a Local Plan, Government have pledged to step in and produce a plan for them<sup>1</sup>. As such, it is essential that the Borough Council continues to positively plan for the future of the borough within this reality, achieving sustainable development and creating successful places for future generations.
- 3.3 Equally without an up-to-date Local Plan in place, under the National Planning Policy Framework (NPPF), existing policies on housing supply would cease to apply and only the general policies in the NPPF could be used.
- 3.4 Together, bringing in these provisions would have significant implications for the Borough both in the short and longer term. The loss of the large number of policies in the Havant Borough Local Plan (Core Strategy and Allocations) which address housing supply would lead to a substantial reduction in the level of influence which the Borough Council and the borough's communities would have over future development decisions. Looking forward, Government stepping in and producing the Borough's Local Plan would result in the loss of local control over the process of putting together the plan, one of the key strategies which shapes the local area and creates sustainable communities.

#### **The importance of an up-to-date Local Plan**

- 3.5 The Borough Council has a number of policy approaches and strategies such as the approach towards our own estate, our role in managing town centres and economic development and environmental health. These collectively interact and the Corporate Strategy distils them together into a comprehensive statement of the objectives of the Borough Council.
- 3.6 The Local Plan to a certain extent then follows on from the Corporate Strategy, turning its focus to delivery and putting in place the framework that's needed to deliver the Borough Council's objectives on the ground.
- 3.7 It does this by setting out what development happens when, where and how. It also crucially sets out what infrastructure needs to be provided alongside that development.
- 3.8 The Havant Borough Local Plan (Core Strategy and Allocations) has provided a framework for bringing forward key development sites including Dunsbury Hill

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<sup>1</sup> This commitment is set out in S146 of the Housing and Planning Act (2016)

Business Gateway, providing new jobs and economic development. If the site had not been included in the Local Plan, it is unlikely that funding would have been available from the Solent Local Enterprise Partnership to fund the road link that is necessary to deliver the scheme.

- 3.9 The Borough Council has successfully built up an 'open for business' reputation. A successful Local Plan gives investors and developers certainty to make decisions which can be worth millions of pounds to the local economy. It is essential moving forward that the private sector is given the confidence to continue investing and this is only possible with an up-to-date Local Plan which positively plans for the future of the borough.
- 3.10 The Local Plan is also the only way in which development can take place across the borough which fulfils all three of the pillars of sustainability. As such, it would protect the borough's most cherished landscapes and provide successful communities into the future alongside economic growth and development.
- 3.11 Having a Local Plan brings significant benefits for everyone who lives, works or visits the borough of Havant and is essential in raising prosperity and providing a high quality of life. Equally, it is necessary to make sure that the Local Plan is kept up-to-date and relevant in order to continue realising those benefits.

#### **Context: the Adopted Local Plan and the PUSH Spatial Position Statement**

- 3.12 The Havant Borough Local Plan (Core Strategy and Allocations)<sup>2</sup> was adopted by the Borough Council in 2011 and 2014. Since that time, new data regarding the objectively assessed need for new housing in the borough has been published. This is in the form of the Objectively-Assessed Housing Need Update (April 2016). This marked increase in the number of new homes which are required now means that a review of the Adopted Local Plan is needed.
- 3.13 Under the NPPF, there is a requirement to assess housing need and plan to meet it across Housing Market Areas (HMAs) together with an obligation to cooperate with neighbouring authorities on housing distribution through the 'duty to cooperate'. In light of this, the Partnership for Urban South Hampshire (PUSH) has been progressing a review of the South Hampshire Strategy. The resultant PUSH Spatial Position Statement was published on 7<sup>th</sup> June 2016.
- 3.14 As part of the evidence base for the Position Statement, the Objectively Assessed Housing Need Update confirms the need for 121,500 new homes across the three HMAs in South Hampshire from 2011 to 2036. Of these, 11,250 need to be provided in Havant Borough.
- 3.15 The Position Statement also confirms an initial high level housing target for the borough of a minimum of 9,170 net additional homes to be provided. However it stresses in section 5.32 that the targets set out in the Position Statement should be treated as minima. Additionally Local authorities should undertake more detailed analysis of development opportunities and actively seek opportunities to identify additional potential for housing provision to meet the shortfall against the objectively assessed need through the local plan process.

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<sup>2</sup> Hereafter referred to as the Adopted Local Plan

### **The solution: The Havant Borough Local Plan 2036 and the Local Plan Housing Statement**

- 3.16 The Allocations Plan was adopted in 2014 and was assessed for NPPF compliance at the time. Equally, a large amount of issues which are addressed in the Core Strategy, such as the need for development to carefully assess the impact on the Chichester Harbour AONB, remain relevant today.
- 3.17 As such, it is proposed that as much as possible of the Adopted Local Plan is rolled forward into the 2036 plan. This compresses the amount of time which is needed to produce the plan and means that it can be adopted by the Borough Council and receive full planning weight as soon as possible. A proposed new Local Development Scheme for the borough is included at appendix 2.
- 3.18 In the short term however, until the adoption of the Havant Borough Local Plan 2036, it is essential under the NPPF that the borough has a continuous rolling five year supply of deliverable housing sites with an additional buffer on top of that to provide choice and competition in the supply of land. This is all the more relevant in light of the high housing need. Without this five year supply, housing supply policies in the Adopted Local Plan will cease to apply and there will be an increase in speculative development across the borough.
- 3.19 In light of this, in order to manage the development pressure prior to the adoption of the Havant Borough Local Plan 2036 as much as possible, it is proposed to consult and subsequently adopt the Local Plan Housing Statement. This aims to:
- a) Demonstrate how the Adopted Local Plan is up to date under the NPPF.
  - b) Identify small and medium sized greenfield urban extension sites which could be released in advance of the completion of the Local Plan in order to continue providing a healthy housing land supply.
  - c) Identify large strategic sites which will be crucial in providing new homes in the future and safeguard these from piecemeal development proposals, promoting the comprehensive development of these through the Local Plan.
- 3.20 In order to provide a comprehensive set of sites which are suitable for development, available and where development could be achieved, there was a 'call for sites' in January 2016. These have then been assessed so that only those that would be considered to provide sustainable development are taken forward. A large number have been assessed as being unsuitable for development under the NPPF and so have not been taken forward. Those that are considered deliverable or developable will be published in the 2016 Strategic Housing Land Availability Assessment. Greenfield urban extension sites are also highlighted in table 2 of the Housing Statement as being suitable for early release.
- 3.21 Furthermore, a comprehensive constraints analysis has been completed for the borough, highlighting high-level NPPF compliant planning constraints. These, together with the presence of the existing built up area, mean that there are few larger greenfield sites remaining in the borough. However given the high level of housing need, the two that do exist (at Campdown and between Denvilles and Emsworth) need to be explored.

- 3.22 Whilst the Local Plan Housing Statement would not in itself be part of the statutory Local Plan, it would provide certainty to investors, housebuilders and residents as to where the borough council would be supportive of new housing development both in the short and longer term. The process of producing the Local Plan Housing Statement would be part of the statutory local plan, forming the key consultation on the contents of the plan<sup>3</sup>.
- 3.23 It would be given planning weight as a material consideration in making development management decisions. In order for it to receive the most weight, it has been subjected to Sustainability Appraisal, Habitats Regulations Assessment and an Integrated Impact Assessment which will be published for consultation alongside the draft Housing Statement. To receive the most weight it will also be necessary for the final Local Plan Housing Statement to be adopted by Full Council following public consultation.
- 3.24 The draft Local Plan Housing Statement will also form the framework for the Havant Borough Local Plan 2036 in identifying the sites which are suitable, available and achievable in order to address the need for new housing in the borough as far as is possible. These would then be taken forward for allocation in the plan. As such, the consultation on the Local Plan Housing Statement will also form the statutory consultation<sup>4</sup> for the Havant Borough Local Plan 2036 as well. The draft Housing Statement is available at appendix 1.
- 3.25 The sites which are available combined with the evidence base shows that the borough is still unable to meet its objectively assessed housing need. In undertaking the constraints analysis set out above, only high level constraints have been considered in line with the need to strive to meet the objectively assessed need for new housing and significantly boost the supply of new housing.

### **Consultation**

- 3.26 If Cabinet choose to approve the draft Local Plan Housing Statement for consultation, this would start on 25<sup>th</sup> July and last for six weeks until 9<sup>th</sup> September.
- 3.27 It is vital to engage with all of the borough's communities in preparing the new Local Plan.
- 3.28 The following consultation plan is proposed:
- a) Printed material consisting of a leaflet and booklet which highlight the importance of having a Local Plan and summarise the proposals in the draft Local Plan Housing Statement
  - b) Six public exhibitions throughout August at:
    - Emsworth
    - Hayling Island
    - Havant & Bedhampton
    - Waterlooville
    - Leigh Park
    - Public Service Plaza

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<sup>3</sup> This would constitute a consultation under Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

<sup>4</sup> Under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

- c) A specific meeting for those residents who own or lease property inside the strategic site between Denvilles and Emsworth.
  - d) Social media updates and promotional posts
  - e) Email newsletter to those who have asked to be updated about planning policy consultations.
  - f) Letters and emails to general and statutory consultees.
  - g) Letters and emails to those residents who have asked to be kept up to date on planning policy consultations.
- 3.29 A successful bid was made for £60,000 of Government funding. This is intended to fund a Design Charrette for the Denvilles-Emsworth site. This is an intensive planning session where residents, designers and others collaborate on a vision for development. It provides a forum for ideas and offers the unique advantage of giving immediate feedback to the designers. More importantly, it allows everyone who participates to be a mutual author of the plan.
- 3.30 The masterplan which is produced will be worked up into a Supplementary Planning Document. This would be adopted alongside the Havant Borough Local Plan 2036.

### **Conclusions and next steps**

- 3.2 Government have been clear that significantly boosting the supply of housing is a national priority and that every area must play its part. It has been made equally clear that Government will step in and put together the Local Plan if the Borough Council do not. As such, it is vital that the Borough Council continue to plan positively for the future of the borough, creating sustainable communities for future generations.
- 3.3 The approach and content of the draft Local Plan Housing Statement and the approach which is proposed for reviewing the Local Plan are bold and forward thinking. The proposals are significant in scale and reach and will affect all who live, work and visit Havant Borough. The proposed way forward is the best one for the borough: boosting prosperity, providing homes which are needed together with the infrastructure to support them and ensuring that the borough council and local communities remain in the driving seat. It is only by directing and driving the Local Plan that the borough council and communities can continue to direct where, when and how development takes place as much as is possible in the context of national policy and regulation.

## **4.0 Implications**

- 4.1 **Resources:** The proposed approach to developing the new Havant Borough Local Plan was incorporated into the 2016/17 budget. Specific budget codes relating to consultancy and travel in particular have been sized to match the increase in cost associated with Local Plan preparation work in this financial year. However the Local Plan's preparation will span two financial years and so the project plan will also inform the budget setting for the 2017/18 year. This will lead to a reduction in the cost of consultancy work although there will be an increase due to the need to pay for the Examination and Program Officer. The Design Charrette will be specifically funded through the £60,000 grant. Work regarding this project will be kept separate from the Local Plan from a budgeting

perspective as the grant funding will be ringfenced for this work. It is considered that £60,000 was sufficient funding to cover the cost of the Design Charrette.

- 4.2 **Legal:** In order to progress development of the land between Denvilles and Emsworth strategic site, it will be necessary for the borough council and the landowner to vary a legal agreement which exists on the land. There is past precedent as this has already been done for the crematorium's development as well as for the Adopted Local Plan. It is noteworthy that the Local Plan Housing Statement would fall outside of the regulatory process for preparing a local plan (see below). Otherwise, preparation of the Local Plan would follow the appropriate regulations.
- 4.3 **Strategy:** There are extensive links between the Local Plan and the Corporate Strategy. The Local Plan feeds into every one of the priorities for the next five years. It forms a key delivery mechanism for the Corporate Strategy, promoting and facilitating the development and economic growth which is necessary to improve the prosperity of the borough's residents.
- 4.4 **Risks:** the proposed approach is based on the production of a non-statutory planning document. Whilst it will ultimately be adopted by Full Council and be subject to Sustainability Appraisal, Habitats Regulations Assessment and an Integrated Impact Assessment in the same way as any statutory Local Plan would, the weight which will ultimately be afforded to it by Inspectors is not certain. There is a need for public consultation to take place on the draft Local Plan Housing Statement. Changes which are proposed as a result of consultation will be highlighted to Cabinet and Full Council prior to adoption of the Housing Statement.
- 4.5 **Communications:** please see the main body of the report.
- 4.6 **For the Community:** please see the main body of the report.
- 4.7 **The Integrated Impact Assessment (IIA) has been completed and concluded the following:** An IIA has been completed.
- 5.0 **Consultation:** please see the main body of the report.

#### Appendices:

- Appendix 1: Draft Local Plan Housing Statement  
Appendix 2: Havant Borough 2016 Local Development Scheme

#### Background Papers:

- National Planning Policy Framework (NPPF) - <http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950.pdf>
- PUSH Spatial Position Statement - [http://www.push.gov.uk/item\\_12\\_-\\_appendix\\_1\\_-\\_position\\_statement.pdf](http://www.push.gov.uk/item_12_-_appendix_1_-_position_statement.pdf)
- Objectively-Assessed Housing Need Update (April 2016) - [http://www.push.gov.uk/item\\_12\\_-\\_appendix\\_2\\_housing\\_oan.pdf](http://www.push.gov.uk/item_12_-_appendix_2_housing_oan.pdf)
- Havant Borough Corporate Strategy - <http://www.havant.gov.uk/sites/default/files/documents/HBCCorporatestrategy2015-20.pdf>

Agreed and signed off by:

Head of Legal Services: Abe Ezekiel – 5<sup>th</sup> July 2016

Head of Planning: Andrew Biltcliffe – 4<sup>th</sup> July 2016

Interim Director of Operations: James Hasset – 4<sup>th</sup> July 2016

Cabinet Lead for Economy, Planning, Development and Prosperity Havant: Cllr David

Guest – 4<sup>th</sup> July 2016

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