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(Cabinet Report as amended by supplementary information (changes shown in italics))

HAVANT BOROUGH COUNCIL

CABINET

16 November 2016

Local Plan Housing Statement

Report by: David Hayward

FOR RECOMMENDATION TO COUNCIL

Cabinet Lead (HBC): Cabinet Lead for Economy, Planning, Development and Prosperity Havant

Key Decision: Yes

1.0 Purpose of Report

- 1.1 To feed back to Cabinet the full results of the recent Local Plan consultation and recommend that changes should be made to the Local Plan Housing Statement before its adoption.

Recommendations

2.1 *Cabinet is recommended to:*

- a) *Note the responses to the recent consultation (Appendix 1).*
- b) *Approve the proposed changes to the Local Plan Housing Statement (as set out in appendix 1).*
- c) *In addition a further change is proposed to require within Guiding Principle 4 and its supporting text that any site outside the identified Urban Area (Policy AL2) may only be considered in principle if accompanied by a comprehensive Infrastructure Delivery Statement, produced as agreed by and in collaboration with the Local Planning Authority.*
- d) *That the Havant Local Plan 2036 proceeds to Pre-Submission stage only after a further public consultation takes place on a full Havant Borough Local Plan 2036, which shall include a comprehensive Local Plan Infrastructure Delivery Statement referring to every site identified for housing development and included in the Local Plan Housing Statement.*
- e) *That the Council make representations through the Council Leader and local MPs to the Secretary of State and the Housing and Planning Minister to review the five year housing supply rule to enable local planning authorities that are making positive progress on local plan reviews a moratorium on the release of sites until the local plan is adopted.*
- f) *That the Council make representations through the Council Leader and local MP's to the Secretary of State, the Housing and Planning Minister, Hampshire County Council, Solent LEP and other infrastructure bodies regarding the need to*

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recognise the urgent need for infrastructure delivery alongside the building of new homes.

- g) Recommend to Council that adoption of the Local Plan Housing Statement (Appendix 2) in accordance with the above and that as the Infrastructure Delivery Statement is produced it becomes a material consideration alongside the Housing Statement.*
- h) Note the Borough Council's five year housing land supply position as described in paragraphs 3.14 - 3.19.*
- i) Authorise the Head of Planning to publish a five year housing land supply summary and update it as necessary.*
- j) Delegate authority to the Head of Planning, in consultation with the Cabinet Lead for Economy, Planning, Development and Prosperity Havant to publish an updated Local Development Scheme (LDS) setting out a costed timetable for the production of the Infrastructure Delivery Statement and the Submission of the Havant Local Plan 2036*
- k) Delegate authority to the Head of Planning, in consultation with the Cabinet Lead for Economy, Planning, Development and Prosperity Havant, to make any necessary amendments to the documents listed above. These shall be limited to grammatical, typographical, formatting and graphic design changes and shall not change the meaning of the material.*

3.0 Summary

This report feeds back to Cabinet the results of the recent consultation on the Havant Borough Local Plan 2036 and the Draft Local Plan Housing Statement. It also highlights the issues that were raised and the proposed solutions to the Housing Statement that should be taken forward.

4.0 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 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. If the Council submits a plan to Government that falls short of the requirements of the NPPF, the Inspector who examines the plan is able to make changes to that plan. It also remains the case that any applicant who is refused planning permission by the Council can appeal to the Secretary of State (in practice the Planning Inspectorate). The requirements of the NPPF, including the need for housing, is a significant material factor in the decision making process (see below).
- 3.3 It is essential that the Council continues to positively plan for the future of the borough through a Local Plan set within this reality. This is ultimately the best way of achieving sustainable development and creating successful places for future generations. The borough has a strong history in producing Local Plans for the area and is determined to

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keep positively planning for the future of the borough. This approach has been praised by Government. When asked by Alan Mak, Member of Parliament for Havant, whether he would congratulate Havant Borough Council on their work regarding the update to the Local Plan, Gavin Barlow, Minister of State for Housing, Planning and Minister for London, set out *“I am happy to do that. It was a pleasure to visit my hon. Friend’s constituency recently and to meet Councillor David Guest, who is leading this work on behalf of Havant Council”*¹.

- 3.4 Following the recent McCarthy & Stone appeal in Purbrook the Adopted Local Plan² cannot now be considered up-to-date (see below for more detail) and as a result, any policies regarding housing supply cannot now be given the same weight as they were before. However the action that the Council takes to manage this situation will then help to determine the weight which can be given to the policies in the Adopted Local Plan³.
- 3.5 This changed national/local context has significant implications for the borough both in the short and potentially the longer term. The lessening of the weight of the large number of policies in the Havant Borough Local Plan (Core Strategy and Allocations) which address housing supply will lead to a substantial reduction in the level of influence which the Council and the borough’s communities have over future development decisions. The likelihood of losing further appeals is significantly increased and will feel for the Council and our communities that development is being done to us.
- 3.6 As a result, it is vital to keep positively planning for the future of the borough and for local communities and the Council to collaborate on the Havant Borough Local Plan 2036 in order to manage the new reality we are entering. This new Local Plan will bring 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.

The Adopted Local Plan and the PUSH Spatial Position Statement

- 3.7 The Adopted Local Plan uses the former South East Plan housing target for the borough (315 per year from 2006 up to 2026). This figure pre-dates the NPPF and is not based on an objective assessment of housing need.
- 3.8 Under the NPPF, housing targets must be based on an objective assessment of housing need across a housing market area and there is also a ‘duty to cooperate’ with neighbouring authorities on such matters.
- 3.9 The Council fulfils the duty to cooperate principally through the Partnership for Urban South Hampshire. This is an effective partnership of all of the district and borough councils in South Hampshire along with Hampshire County Council. Ongoing discussion and cooperation also takes place with Chichester District Council as well. Such discussions are a useful way for the Council to discuss and collaborate with neighbouring authorities on those issues, such as the need for housing, which cross administrative boundaries.

¹ <https://hansard.parliament.uk/Commons/2016-10-24/debates/755E26B6-847A-4623-B694-450E45E85961/HouseBuilding#contribution-71C7ED25-73E9-4A9B-B20C-A2672449620A>

² The Adopted Local Plan is made up of the Havant Borough Local Plan (Core Strategy) (<http://www.havant.gov.uk/planning-and-environment/planning-policy/local-plan-core-strategy>) and Havant Borough Local Plan (Allocations) (<http://www.havant.gov.uk/planning-and-environment/planning-policy/local-plan-allocations>).

³ This has been confirmed through a recent Court of Appeal determination, which is available at <http://www.eastsuffolk.gov.uk/assets/Planning/Suffolk-Coastal-Local-Plan/Core-Strategy-and-DMP/NANT-v-SCDC-Council.pdf>

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- 3.10 Through PUSH, an objective assessment of housing need across South Hampshire's three housing market areas⁴ was commissioned. These 'Strategic Housing Market Assessments', which were published in 2014 and 2016 show a marked increase in the number of new homes which are needed across the housing market area and in Havant Borough. The Objectively Assessed Housing Need Update in 2016 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 Borough⁵.
- 3.11 Paragraph 47 of the NPPF sets out that *"to boost significantly the supply of housing, local planning authorities should...use their evidence base to ensure that their Local Plan meets the full, objectively assessed need for market and affordable housing in the housing market area, as far as is consistent with the policies set out in (the NPPF), including identifying key sites which are critical for the delivery of the housing strategy over the plan period"*.
- 3.12 In light of the firm requirement of the NPPF to address housing need and the available evidence, the Local Planning Authorities which make up PUSH progressed a review of the South Hampshire Strategy. The resultant PUSH Spatial Position Statement was published on 7th June 2016⁶. This shows how the Council have cooperated with our neighbouring authorities, under the Duty to Cooperate, to put in place a high level framework to address housing need over the housing market area.
- 3.13 Nonetheless, the Spatial Position Statement stresses that the suggested targets should be treated as minima. The Council consequently undertook further, more detailed analysis to actively seek opportunities to identify how the shortfall against objectively assessed need can be met through the Local Plan process.

Housing Supply

- 3.14 As set out above, paragraph 47 of the NPPF requires that to significantly boost the supply of housing. As well as addressing housing need, Local Planning authorities should also *"identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land."*
- 3.15 On 11th December 2015, the Council refused planning permission for a development of 42 retirement apartments for older persons at 38 London Road, Purbrook. This was subsequently appealed by the applicant and a decision issued on 25th August. The appeal was upheld and planning permission granted.
- 3.16 One of the key considerations of the appeal was whether the borough had a five year supply of deliverable sites for housing. The Council refused planning permission on the basis of having a five year supply based on the target in the Adopted Local Plan. However it was determined that whilst the housing target in the Adopted Local Plan was

⁴ Havant Borough is part of a wider 'PUSH East' housing market area focussed on the city of Portsmouth. This includes all of the local authorities of Havant, Portsmouth and Gosport and sections of Fareham, Winchester and East Hampshire.

⁵ These reports are available on the PUSH website at http://www.push.gov.uk/strategic_housing_market_assessment.htm.

⁶ This is available on the PUSH website at http://www.push.gov.uk/work/planning-and-infrastructure/push_spatial_position_statement_to_2034-2.htm.

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examined in 2013, it is not based on objectively assessed housing need as required by the NPPF.

- 3.17 As such, the borough does not have a five year supply of deliverable housing sites. In the absence of a tested housing target in an up-to-date Local Plan, it is necessary to measure supply against the objectively assessed housing need, which is 450 homes per year (the 11,250 need divided by 25 years).
- 3.18 A five year supply position would have been published with the Annual Monitoring Report. It is proposed that this is also updated periodically as the five year supply position evolves. This would be published at www.havant.gov.uk/localplan.
- 3.19 This appeal decision and the implications under the NPPF will have a significant impact on the level of influence which the Council and communities have over the location of new development in the borough. The only way to ensure that decisions can be taken within a robust framework is to progress a new Local Plan for the borough.

The Draft Local Plan Housing Statement

- 4.1 The Council has considered the evidence regarding the need for new housing, the national requirements of the NPPF and the lack of a five year housing land supply. This results in an urgent need for a new Local Plan to be developed and adopted for the borough.
- 4.2 In the short term however, until the adoption of the Havant Borough Local Plan 2036, the Local Plan Housing Statement should be developed and adopted as a means of managing development pressure as much as possible. The Local Plan Housing Statement would:
- Be the vital first stage in the development of the Havant Borough Local Plan 2036
 - Identify how the high housing need for the borough would be addressed and
 - 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 provide a healthy housing land supply.
- 4.3 On 20th July 2016, Cabinet approved:
- a. A review of the Havant Borough Local Plan (Core Strategy and Allocations)
 - b. The consultation of the Draft Local Plan Housing Statement
 - c. The Local Development Scheme 2016
- 4.4 Consultation on the Draft Local Plan Housing Statement took place from 25th July to 9th September. A number of methods were used to promote the consultation:
- An extensive range of printed material. The [Why Build?](#) Leaflet, highlighting the importance of a Local Plan and the [Where Next for Housing in Havant Borough?](#) booklet giving more detail
 - Seven public exhibitions at:
 - Emsworth – Emsworth Community Centre – 10th August (4pm-7pm)
 - Hayling Island – United Reformed Church – 15th August (4pm-7pm)
 - Havant & Bedhampton – Bedhampton Social Hall – 18th August (4pm-7pm)
 - Waterlooville – Phoenix Centre – 22nd August (4pm-7pm)

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- Leigh Park – Leigh Park Community Centre – 25th August (4pm-7pm)
- Havant Public Service Plaza – 31st August (12pm-7pm)
- Stride Centre – 2nd September (4pm-7pm)

N.B: The exhibition banners were also up permanently in the atrium of the Plaza

- 85 site notices across the proposed strategic sites and urban extension sites highlighting their inclusion in the Draft Local Plan Housing Statement
- Two specific meetings for residents who own and lease property inside the strategic site between Denvilles and Emsworth
- A specific webpage (www.havant.gov.uk/localplan) with all of the consultation documents and evidence base together with details of the exhibitions and how to respond to the consultation. A button was also included on the homepage to help people get to the Local Plan page more easily
- Extensive social media engagement through the Council's own Facebook and Twitter accounts, including updating the Facebook landing page with the Local Plan 2036 branding
- Specific Facebook adverts promoted on the feed of everyone in the borough promoting the Local Plan consultation, reaching those who do not specifically follow the Borough Council's account
- Email newsletter to those who specifically asked to be updated about planning policy consultations
- 2094 letters and 1590 emails sent out to statutory consultees together with organisations and residents who have asked to be kept updated about planning policy and the Local Plan

4.5 The exhibitions (Figure 1) were very well attended, showing the enthusiasm and interest of the borough's residents in the Local Plan.

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Figure 1: The Denvilles exhibition on 2nd September

- 4.6 The webpage for the Havant Borough Local Plan 2036 (www.havant.gov.uk/localplan) was set up on 12th July. From that date until 9th September, it was the third most viewed webpage on the Borough Council's website behind only the homepage and the 'contact us' page. In all, during that time, there were 8,132 page views by 5,860 different people.
- 4.7 The general posting on the Borough Council's Facebook page was displayed on 6,025 Facebook accounts and generated 253 clicks through to the Local Plan webpage. The posts also generated 335 reactions, comments and shares. These can be viewed at <https://www.facebook.com/232177686880758/posts/999736343458218>.
- 4.8 Facebook promotion also took place to reach those who don't specifically follow the Council. These adverts were displayed on 50,768 Facebook accounts and generated 2,071 website clicks. This represented the most successful social media promotion that the Council has undertaken and successfully engaged with a high number of residents; previous campaigns have achieved around 1,000 clicks.

Consultation responses received

- 4.9 A total of 825 individual responses were received to the consultation. This is higher than the level of responses which were received to the equivalent consultation for the Allocations Plan.
- 4.10 The high level of response to the consultation shows that the consultation strategy which the Council chose worked successfully. Thanks should also be extended to all of those

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groups and organisations who have worked with the Council to help promote the consultation in their communities through events, newsletters, posters, surveys and social media.

- 4.11 A petition of 1,087 signatures was submitted by the West Bedhampton Residents Association. This sets out that (emphasis in original) “We the undersigned **oppose** the draft local **plan 2036** & the local plan housing statement. Policies **AL2** (which restricts development between the green gaps between existing built up areas) and **CS17** (aimed at concentrating on existing urban areas) should not be cancelled. A full traffic impact study should be carried out. We oppose losing prime agriculture land and request that a full ecological study is undertaken considering how near we are to the **site of special scientific interest.**”
- 4.12 The Emsworth Neighbourhood Planning Forum also conducted a survey regarding the proposals. The results of this are highlighted in Appendix 1 of this report under Guiding Principle 1.
- 4.13 All of the consultation responses which were received are available on the Council's website at www.havant.gov.uk/localplan.

Issues that were raised through the consultation

- 4.14 A detailed breakdown of the comments that were received and how it is proposed that those comments be taken forward is at Appendix 1 of this report.
- 4.15 There were a number of comments that were raised more extensively and in relation to the plan in general or across most or all of the sites. These are:
- Concern over the capacity of the highway network to accommodate further development
 - Concern over the capacity of supporting physical and social infrastructure, particularly GP surgeries and schools (both primary and secondary)
 - Other community services and facilities (leisure, shops and other facilities) are already strained
 - Concern over the loss of gaps between settlements, urbanisation and the proliferation of urban sprawl
 - Concern over the evidence regarding objectively assessed need and the role of the Partnership for Urban South Hampshire (PUSH)
 - Impact on ecology
 - Concerns over loss of trees and open spaces for their quality of life, health, leisure and recreation benefits.

Suggested changes to the Housing Statement

- 4.16 A large number of representations have been received which raise concerns regarding the way forward with the Local Plan Housing Statement. The consultation highlighted specific concerns regarding infrastructure on Hayling Island which will require further investigation before 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

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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.

- 4.17 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 operators. This will inform the approach towards these sites in the Pre-Submission draft of the Havant Borough Local Plan 2036.

In the Draft Local Plan Housing Statement

Early Release sites

Highlighted in Table 2 of the Draft Housing Statement:

North of Hollybank Lane and Long Copse Lane

North of Long Copse Lane

Rear of Redlands House

North and west of Selangor Avenue

Littlepark House

South of Lower Road

Adjacent 47 Portsdown Hill Road

East of Castle Avenue

Southleigh Park House

Forty Acres

South of Rook Farm

North of Rook Farm

West of Rook Farm

Station Road

Strategic Sites

Highlighted on page 11 of the Draft Housing Statement:

Campdown

Denvilles-Emsworth

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As proposed now

Early Release sites

Long Copse Lane
Rear of Redlands House
Selangor Avenue
Littlepark House
South of Lower Road
East of Castle Avenue
Southleigh Park House
Forty Acres
North of Fort Purbrook
East of College Road

Strategic site

Area between Denvilles and Emsworth

- 4.18 Through the consultation, a number of new sites were also submitted to the Council for consideration for inclusion in the Housing Statement. The suitability of these sites for development will be explored further through evidence base for the Havant Borough Local Plan 2036. Site plans are provided at appendix 3 for illustrative purposes only.
- 4.19 The approach towards sites on Hayling Island as well as those submitted through the consultation is specifically highlighted within the proposed changes to the Housing Statement.
- 4.20 Following the consultation comments that have been received and the five year supply position, the following changes are also proposed for the Housing Statement:
- Extensive re-working of Section 2 (The Adopted Local Plan) to reflect the five year supply situation.
 - Changes to Sections 1 (Introduction) and 2 to 'tell the story' more effectively, setting out the context for the housing statement more effectively and how the Housing Statement is the first stage in developing the Havant Borough Local Plan 2036.
 - Removal of the site 'Adjacent to 47 Portsdown Hill Road' due to concerns that it is not possible to achieve a development of five homes on the site without causing harm to the adjacent listed building.
 - Change 'prioritise' brownfield sites to 'promote' the development of brownfield sites.
 - Merge the individual sites in the Draft Housing Statement to a comprehensive development site at Long Copse Lane (Emsworth).
 - Re-categorisation of Campdown from a Strategic Site to two urban extension sites (Land North of Fort Purbrook and Land East of College Road).
 - Include commitments to the Council pursuing further evidence base relating to the review of the Solent Waders and Brent Goose Strategy, a commitment to implementing the full Solent Recreation Mitigation Strategy and regarding the impact on European nature conservation sites from air quality.
 - Further emphasise that the Housing Statement only considers that the housing need is sufficient to deviate from Policies CS17 and AL2 (which delineate the urban areas of the borough) on certain specific sites and that the remainder of the Adopted Local Plan must be complied with.
 - Further emphasis on the comprehensive nature of the development of the Denvilles-Emsworth Strategic Site, which includes the delivery of the essential infrastructure

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including the new school and A27 junction. An outline planning application covering the entirety of the strategic site is considered necessary.

- 4.21 Further detail of all changes proposed following the consultation is set out in Appendix 1. The proposed Local Plan Housing Statement, with those changes made, is at Appendix 2.
- 4.22 *The thorough work on the Housing Statement has demonstrated that housing development relies on coincident supporting infrastructure. The Council has taken a bold initial approach in drafting the Havant Local Plan 2036 with the first stage preparation of the Local Plan Housing Statement which is an innovative step to address the Objectively Assessed Need.*
- 4.23 *The Borough relies on Government investment in strategic infrastructure. Such investment is required to solve key bottlenecks and congestion issues in particular access from the A3M and A27 to Langstone Technology Park and the A27 Prosperity Corridor. Infrastructure investment is also needed in potable, surface and foul water systems, education, healthcare and broadband. It is critical that the Council works with Government to plan for the necessary infrastructure to be determined, designed, funded and implemented as necessary ahead of housing supply.*
- 4.24 *The Council is committed to working collaboratively with infrastructure providers on the Local Plan Infrastructure Statement. As a second tier authority Havant Borough Council relies on Hampshire County Council and other statutory and non-statutory organisations such as, utility companies and the NHS.*
- 4.25 *Paragraph 1.9 of the Local Plan Housing Statement confirms that the Havant Borough Local Plan 2036 will need to identify the infrastructure that is needed and plan for its delivery in a sustainable manner. Additionally it is essential for the sustainable development of any site currently identified as being outside Policy AL2 to demonstrate that the infrastructure serving the site is adequate.*
- 4.26 *It is proposed that a Local Plan Infrastructure Delivery Statement is developed in consideration of housing development sites identified in the Housing Statement, with specific focus on Hayling Island, acknowledging the single route of access via the A3023. The Council will set out a template of what is expected to be included in an Infrastructure Delivery Statement focusing on costed, deliverable solutions to address any identified requirements. This will be taken forward along with, and informed by, the full plan Transport Analysis which has already been commissioned and is underway.*
- 4.27 *The Local Plan Infrastructure Delivery Statement would then form part of the full draft Havant Borough Local Plan 2036. This will then be subject to public consultation⁷.*
- 4.28 *In pragmatic terms (in the light of the 5 year supply position) the best way to provide the necessary local infrastructure alongside housing in the short term is through the Local Plan Housing Statement. By accepting the principle of housing development on the sites*

⁷ This would constitute a further formal consultation under Regulation 18 The Town and Country Planning (Local Planning) (England) Regulations 2012

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in table 2, the Council can have a positive dialogue with the development industry on the measures needed to make sure that the sites comes forward in a sustainable manner.

Conclusions and next steps

- 4.29 The consultation which took place from July to September represents the first step in reviewing the Adopted Local Plan and producing the Havant Borough Local Plan 2036. However further extensive engagement with the community regarding the Strategic Site through a Design Charrette⁸. This will enable all stakeholders in the site to come together and become a mutual author of a masterplan for the site. Pre-submission consultation will also take place on the Havant Borough Local Plan 2036 when stakeholders will be able to look at the detailed proposals in the plan and comment on whether they are sound and legally compliant. There will also be an Examination of the Plan by a Government Inspector, who will examine whether the plan is sound, taking account of the NPPF, the available evidence and the views of stakeholders.
- 4.30 The approach and content of the Local Plan Housing Statement and the approach which is proposed for reviewing the Local Plan are bold and forward thinking. The proposals by their nature have been controversial. However it is considered that the proposed way forward remains the best one for the borough: boosting prosperity, providing homes which are needed and ensuring that the Council and local communities remain in the driving seat of the Local Plan process - directing where, when and how development takes place as much as is possible in the context of national policy and regulation.
- 4.31 It is proposed that the Local Plan Housing Statement will be a pragmatic interim step in reviewing the Local Plan and will be proposed for adoption supported by an extensive evidence base. It remains imperative that the borough has an up-to-date Local Plan and so work will continue to prepare the Havant Borough Local Plan 2036 Pre-Submission Draft.

5.0 Implications

- 5.1 **Resources:** The proposed approach to developing the Havant Borough Local Plan 2036 was incorporated into the 2016/17 budget. Specific budget codes relating to consultancy and travel in particular were sized to match the increase in cost associated with the Local Plan and PUSH Spatial Position Statement preparation work in this financial year.
- 5.2 However the Local Plan's preparation will span two financial years and so the Local Plan's project plan will also need to inform the forthcoming budget setting for the 2017/18 year. This will specifically require an increase in certain budget codes due to the need to pay for the Examination and Program Officer together with future evidence base work. It is anticipated that the cost of the Examination and a Programme Officer (most likely resourced through the use of an external consultant) will be in the range of £70,000 - £90,000. However there will be a decrease in consultancy spend during the 2017/18 year compared to 2016/17 of a comparable level to the Examination costs. Current staffing resource within the Planning Policy Team is considered generally sufficient (subject to the provisions of para 5.5 below) to meet the milestones in the Local Development Scheme which was published on 20th July 2016. The full detail of

⁸ More detail regarding this is available in the consultation documents, which are on the Council's website at www.havant.gov.uk/localplan and in the Local Plan Housing Statement.

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this will be established through the 2017/18 budget setting process. There are no additional costs anticipated for this financial year 2016-17.

- 5.3 Given the uncertain situation which the Council now faces without a five year housing land supply, it is envisaged that there will be a significant amount of development pressure, particularly with the 'early release' sites. This will lead to an increase in major⁹ pre-application meetings and planning applications. Resourcing the determination of these would take place within existing Development Management budgets wherever possible.
- 5.4 It is likely that there will be proposals for sites which were rejected through the Strategic Housing Land Availability Assessment or even sites which were not submitted to the Council but are nonetheless pursued through a speculative planning application. This would result in an increase in planning appeals in the 2017/18 year. This will feed into the 2017/18 budget setting process.
- 5.5 However it is ultimately not possible to predict the precise resource requirements with any degree of certainty. This will depend on the number and nature of applications and appeals, the sites that they are on and the issues to be discussed. This would determine the length of the appeal and whether it is likely to be an informal hearing or a public inquiry. Again, resourcing of this would be sought within existing Development Management and Planning Policy budgets wherever possible.
- 5.6 External legal costs would also be incurred to support planning appeals. A barrister to support a 1-2 day public inquiry would cost a minimum of £3,000 and for a longer one proportionately more. If there is an important case and a QC is required, this would cost a minimum £10,000. In any instance in an appeal where costs are awarded against the Council due to a decision being made unreasonably, it would be necessary to cover costs incurred by the Council as well as the appellant. A risk weighted approach has been used to estimate the impact of the planning appeals. The estimated costs for this will be included within the 2017-18 budget setting process.
- 5.7 The Design Charrette will be specifically funded through the £60,000 grant from the Department of Communities and Local Government's Neighbourhood Planning & Local Planning Service Redesign & Capacity Building Fund. This was awarded on 4 February 2016. The bid which the Borough Council submitted was specifically to put in place a Design Charrette for this site. There are no specific conditions to this 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.
- 5.8 **Legal:** In order to progress development of the Area Between Denvilles and Emsworth Strategic Site, it will be necessary for the 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.

⁹ Defined as schemes of 10+ new homes

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- 5.9 It is noteworthy that the Local Plan Housing Statement would fall outside of the regulatory process for preparing a local plan (see section on risks below). Otherwise, preparation of the Local Plan would follow the appropriate regulations.
- 5.10 **Strategy:** The Council has a number of policy approaches and strategies such as the approach towards its own estate, the 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.
- 5.11 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 is needed to physically deliver the Council's objectives.
- 5.12 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.
- 5.13 **Risks:** The proposed approach is based on the production of a non-statutory planning document. It must ultimately be adopted by Full Council before planning weight can be given to it. The Housing Statement is also subject to Sustainability Appraisal, Habitats Regulations Assessment and an Integrated Impact Assessment in the same way as any statutory Local Plan. However the weight which will ultimately be afforded to it by Inspectors is not certain.
- 5.14 *If the Local Plan Housing Statement is not approved it will in all likelihood simply result in the decisions being made at ad hoc appeals (on the basis of the NPPF) and little or no supporting infrastructure being provided. Planning by appeal would have cost implications for the Council (see finance section above) with the consequential loss of control over planned infrastructure provision.*
- 5.15 *Whilst the Local Plan 2036 (including the Infrastructure Delivery Statement) progresses to formal Submission it is normally the case that limited weight can be given to it. Therefore it is important to update the timetable (LDS) of the Local Plan (including the Infrastructure Delivery Statement) and clarify the weight that might be given to the work as it progresses.*
- 5.16 *Without a positive approach to Plan making (in a national context of a plan led system) the Council would be unable to attract infrastructure investment as there is no certainty for investment without an adopted local plan. Dunsbury Hill Business Gateway benefited from a £4.5m LEP investment because of the certainty provided by its allocation in the current Local Plan. Moving forward, this is likely to be the case with the Area between Denvilles and Emsworth. This has the potential to deliver infrastructure which will have a significant, positive effect on the surrounding area. However bids for external funding for that will only be possible on the back of its inclusion within an up-to-date Local Plan.*
- 5.17 *Increasing loss of community trust in the leadership of the Council in terms of understanding where development will take place, what form it might take and what supporting infrastructure will be provided.*

NON EXEMPT

5.18 *Havant has an excellent reputation for place making and being open for business. Investors need the level of certainty which only a Local Plan can provide in order to make investment decisions which can create and maintain a significant number of jobs.*

5.14 **Communications:** Please see the main body of the report.

5.15 **For the Community:** Please see the main body of the report.

5.16 The Integrated Impact Assessment (IIA) has been completed and shows that the adoption of the Local Plan Housing Statement will not lead to a disproportionate impact on any specific element of the community.

5.17 **Consultation:** Please see the main body of the report.

Appendices

Appendix 1: Local Plan Housing Statement and Havant Borough Local Plan 2036 Consultation Responses

Appendix 2: Local Plan Housing Statement

Appendix 3: Sites with uncertain potential at this stage - site maps

Background Papers:

- PUSH Spatial Position Statement (http://www.push.gov.uk/work/planning-and-infrastructure/push_spatial_position_statement_to_2034-2.htm)
- PUSH Strategic Housing Market Assessments (2014 and 2016 objectively assessed need update) (http://www.push.gov.uk/work/planning-and-infrastructure/strategic_housing_market_assessment.htm)
- National Planning Policy Framework (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf)

Agreed and signed off by:

Head of Legal Services: Abe Ezekiel - 1st November 2016

Head of Finance: Craig Richards - 8th November 2016

Head of Planning: Andrew Biltcliffe - 3rd November 2016

Director of Operations: James Hassett – 8th November 2016

Cabinet Lead for Economy, Planning, Development and Prosperity Havant: Cllr David Guest - 2nd November 2016

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