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HAVANT BOROUGH COUNCIL

CABINET

18th December 2017

CONSULTATION ON THE DRAFT HAVANT BOROUGH LOCAL PLAN 2036

Report By David Hayward (Planning Policy Manager)

FOR DECISION

Cabinet Lead: Cabinet Lead for Planning & Place-Making

Key Decision: Yes

1.0 Purpose of Report

1.1 To seek approval for the consultation on the Draft Havant Borough Local Plan 2036.

2.0 Recommendations

2.1 It is recommended that Cabinet:

- a) Note the findings of the Local Plan evidence base, including the Draft Infrastructure Delivery Plan and statutory assessments (available at www.havant.gov.uk/localplan/evidence-base).
- b) Agree for publication the Transport Assessment and Hayling Island Highway and Transport Infrastructure Assessment when complete and use the findings as a material consideration in the determination of planning applications.
- c) Continue to make representations through the Council Leader, Cabinet Lead for Planning and Place-Making and local MPs to the Secretary of State for Communities and Local Government, the Housing and Planning Minister, Hampshire County Council and the Solent LEP regarding the urgent need for infrastructure delivery alongside the building of new homes.
- d) Make representations through the Council Leader, the Cabinet Lead for Planning and Place-Making and local MPs to the Secretary of State for Communities and Local Government and the Housing and Planning Minister to forward fund infrastructure provision wherever possible using five year housing land supply data which Local Planning Authorities are required to produce.
- e) Note the Borough's five year housing land supply position as set out in the 2017 Annual Monitoring Report (available at www.havant.gov.uk/localplan/evidence-base).
- f) Approve the public consultation of the Draft Havant Borough Local Plan 2036.
- g) Approve the Local Development Scheme (December 2017) for publication.

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- h) Request the Local Plan Panel to consider the responses to the public consultation and make recommendations to Cabinet on any proposed changes the Pre-Submission Havant Borough Local Plan 2036.
- i) Delegate authority to the Head of Planning, in consultation with the Cabinet Lead for Planning and Place-Making to make any necessary amendments to the documents listed above. These shall be limited to the inclusion of a foreword contents page and page numbers, factual updates, correction of minor errors, grammatical, typographical, formatting and graphic design changes and shall not change the meaning of the material.

3.0 Subject of the report

- 3.1 The Local Plan remains one of the most important functions of Havant Borough Council and is highlighted as such in the 2017 Corporate Strategy. Whilst there have been extensive changes to the planning system in recent years, this has only further emphasised the role of the Local Plan in the development process in the UK and increased the necessity of the Borough having an up-to-date Local Plan.
- 3.2 Government placed a great deal of emphasis on housing in the recent budget. It reaffirmed Government's commitment to fixing England's broken housing market and make homeownership affordable. It also confirmed that high house prices can prevent people from living near the best job opportunities for them, limiting the productivity of companies that might have employed them.
- 3.3 Through the Budget, Government reiterated its commitment to significantly boosting the supply of new homes in the recent Budget. This included a target of providing 300,000 new homes a year in England. This would equate to 3 million new homes over a ten year period.

Moving from the Local Plan Housing Statement to the Draft Local Plan

- 3.4 In December 2016, the Council adopted the Local Plan Housing Statement. The Housing Statement was the first stage in preparing the Havant Borough Local Plan 2036. The next stage is to publish and consult on a Draft Local Plan.
- 3.5 A Draft Local Plan, as the name suggests, is not complete. It is a significant milestone in the plan's production and shows the extensive work completed to date. Nonetheless, there are a number of evidence base studies outstanding regarding transport (see below), air quality, water quality and biodiversity which will follow in 2018. It is also vitally important to seek residents, developers and other stakeholder's views on the proposals to date so that the plan can take these on board. A Pre-Submission plan, which has been informed by the views of residents and other stakeholders as well as the complete evidence base, will then need to be considered by Cabinet and Council. If approved, this would be the Local Plan which the Council considers is sound and should be submitted to the Secretary of State.
- 3.6 At this stage, Cabinet are asked to approve only the consultation on the Draft Local Plan and to continue the conversations and consultation with residents and other stakeholders.

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National context

- 3.7 The Government is clear on the need swiftly to get Local Plans in place which meet the development needs of the area. It is strongly recommended therefore to keep moving forward apace with the production of the Local Plan. This has been reflected in a recent appeal decision¹ which noted the positive steps the local authority are taking to update the Local Plan as a reason to give relatively little weight to the fact that the authority does not have a five year housing land supply. Any let up in the approach will be recognised by developers and the Government and likely result in speculative applications and lost appeals.
- 3.8 By getting a new Local Plan in place as soon as possible, it will mean that the expectation is that positive new features of the Local Plan 2036. These include measures such as internal space standards for new homes, the provision of a quantitative standard for open space provision and energy efficiency standards can be achieved on these sites. Such features are not included in the Adopted Local Plan.

A new vision and a focus on regeneration and the delivery of development

- 3.9 Building on the new Corporate Strategy it is proposed that the vision for the Local Plan should be 'building on Havant's success' (shown to the right).
- 3.10 The Draft Local Plan has a strong focus towards the regeneration of the Borough, particularly the town centres of Havant, Waterlooville and Leigh Park together with Hayling Island seafront. These are all proposed as key sites in the Local Plan.



- 3.11 The Draft Local Plan reflects the importance of developing these sites. It highlights that in order for them to come forward, the Council will become actively involved in delivering all of these sites. It commits to master planning work for the town centres.
- 3.12 The Draft Local Plan also proposes a strong 'delivery of development and regeneration' policy. This sets out the Council's general approach to development, what is expected of the development industry in return and that the Council will push for the delivery of these key sites. It also highlights that compulsory purchase powers will be used where necessary (this is also highlighted in relation to the 'Southleigh' strategic site between Denvilles and Emsworth).

Housing sites, housing need and five year supply

- 3.13 A great deal of work has taken place to prepare the evidence base and put together the Draft Local Plan.
- 3.14 All of the sites which have been considered for allocation have been subject to the following screening processes in order to inform whether they should be allocated for development and what constraints to highlight:

¹ Appeal Ref APP/X1735/W/16/3155488, Land to the rear of 178a West Street. See in particular paragraphs 6-8.

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- Access and permeability
 - Ecology
 - Archaeology
 - Pollution and contamination
 - Heritage
 - Drainage
- 3.15 The plan has also been through full Sustainability Appraisal, Habitats Regulations Assessment and Integrated Impact Assessment processes in order to determine which should go forward for allocation and what the plan should set out. The sites that officers consider constitute sustainable development are all included in the Draft Local Plan. Those which are not considered to constitute sustainable development, based on the assessments above, have not been proposed for allocation.
- 3.16 Recently Government published a new housing need figure for Havant Borough (463 per year). Due to the inclusion of new sites, it has been possible to provide for the full housing need for the Borough, based on the proposed methodology, with a modest buffer to allow for the unexpected. This is considered to be a positive position for the Borough to be in moving forward.
- 3.17 However the Borough does not have a five year housing land supply. The current position is a 4.9 year supply. The detailed work shows that the Housing Statement is working and sites identified for early release are coming forward in a positive way with developers looking to work with the Borough Council, residents and other stakeholder groups on the details of the scheme. However there are still not sufficient sites to achieve a five year supply at this point. Therefore it is critical to keep moving forward with the Local Plan to secure new allocations for the five year supply.
- 3.18 However the Local Plan addresses more than simply allocating sites for housing. It is about making sure that the development is sustainable. This is reflected in the structure of the Draft Local Plan with sections on infrastructure and the environment, which applies across the Borough, purposefully placed before the housing allocations.
- 3.19 A number of studies have taken place to investigate specific topic areas such as health and specialist housing in order to inform policies that will apply to development across the Borough. The following studies have been published on the website or would be published with the Cabinet reports:
- Strategic Housing Land Availability Assessment and Brownfield Sites Register (December 2017 update)
 - Employment Land Review (December 2017 update)
 - Draft Infrastructure Delivery Plan
 - Healthy Borough Assessment
 - Specialist Housing Analysis
 - Southleigh² master-plan
 - Havant and Waterlooville Town Centres Study update
 - Civic Campus Heat Network Feasibility Study
 - Whole Plan viability study
 - Housing Constraints and Supply Analysis (December 2017 update)
 - Sustainability Appraisal

² Formerly known as the Area Between Denvilles and Emsworth

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- Habitats Regulations Assessment
- Integrated Impact Assessment
- Borough Profile
- Local Development Scheme 2017 update
- Allocation site screenings

3.20 However the evidence base is not yet complete. There are a number of studies which are in production but are not yet complete. These are all scheduled to be complete in Spring 2018. These will be completed and the Council cannot proceed with consultation on the Pre-Submission Local Plan without a full and complete evidence base as this would affect the plan's soundness.

3.21 It is commonplace however for a draft local plan to be published and consulted on without a full evidence base. The evidence base studies that are not yet complete are:

- Housing Need (link to the Government's new methodology when finalised)
- PUSH Integrated Water Management Strategy - Amec Foster Wheeler consultancy for PUSH
- PUSH Air Quality Assessment – Ricardo consultancy for PUSH
- Borough Wide Transport Assessment (see below) – Pell Frischmann consultancy
- Hayling Island Transport Analysis (see below) – in house
- Playing Pitch, sport and recreation strategy – 4Global consultancy
- Havant Borough Biodiversity Strategy (an update to the 2011 Biodiversity Action Plan) – in house

3.22 These are all scheduled to be complete in Spring 2018. The Council cannot proceed with consultation on the Pre-Submission Local Plan without a full and complete evidence base as this would affect the plan's soundness. If they were are not complete on schedule for whatever reason, the Local Development will need to be adjusted accordingly.

Infrastructure Delivery Plan

3.23 As part of the adoption of the Local Plan Housing Statement, the Council committed to undertaking a full assessment of the infrastructure requirements of the Local Plan. This also needed inclusion as part of the consultation on the Draft Local Plan.

3.24 The Infrastructure Delivery Plan's (IDP) first draft has been produced and is available at www.havant.gov.uk/localplan/evidence-base. This has involved a thorough analysis of infrastructure capacity across thirty different infrastructure areas. This shows that there are deliverable solutions to the infrastructure pressures that the Local Plan will create.

3.25 A great deal of work has been progressing on transport. In particular, commissioning two key studies:

- **A Borough wide Transport Assessment:** this study uses the Sub-Regional Transport Model (SRTM) to provide a high level analysis of the impact of the development allocated in the Local Plan, taking account of development which will take place outside of the borough, on the main roads. The SRTM is operated by Systra on behalf of Solent Transport and provides the baseline traffic data, plus projected changes in traffic over the plan period. Changes are then incorporated to assess whether the additional pressure on the network can be mitigated. Hampshire

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County Council and Highways England have been extensively involved in the project.

- **Hayling Island Highway and Transport Infrastructure Assessment:** this recognises the particular highway constraints on Hayling Island, its connection to the rest of the highway network through Langstone and the reliance of a single access onto the island. This study will provide a detailed analysis of the entire highway network on the island using a microsimulation model. It is more detailed than the SRTM and will enable the Council to look at detailed mitigation measures to maintain and improve the highway network functionality of the island's highway network. The overall project is being produced in-house in the Civil Engineering and Landscape Team. The microsimulation model is being produced by Systra.
- 3.26 The Transport studies have been progressing throughout the year. However the Borough wide Transport Assessment has been delayed due to factors outside of the Council's control. As such, the Draft Infrastructure Delivery Plan has considered all aspects of infrastructure with the single exception of highways.
- 3.27 Nonetheless, it is important to maintain momentum with the Local Plan. As highlighted above, Government require Local Authorities to make swift progress in Local Plan production and a delay would not demonstrate the swift progress which has resulted in positive decisions on a recent appeal. Particularly given the amount of sites which are being progressed and shown at Development Consultation Forums, it is considered possible that a delay in the Local Plan's production could lead to a wave of speculative applications.
- 3.28 By progressing with the consultation on the Draft Local Plan this will allow the Council to continue positively planning for the Borough and show that the Borough can meet its full housing need. These are key messages that can be used to influence applicants to positively engage with the Council and local communities rather than trying to get planning permission by pushing through applications and 'planning by appeal'.
- 3.29 It is recommended that once these studies are available, that they are published alongside the Local Plan's evidence base.

Hayling Island and Langstone

- 3.30 Whilst it is important to keep pushing forward with the Local Plan, it should be acknowledged that it is not yet possible to make a definitive decision as to whether further development on Hayling Island and in Langstone would constitute sustainable development. Guiding Principle 4 of the Housing Statement sets out that, until the acknowledged uncertainties regarding these areas are fully answered, that no further development, on top of that which has already been allocated, should take place.
- 3.31 The IDP has been able to clarify that there is either no demonstrable infrastructure capacity issue or that mitigation measures can be put in place to address the issues for flooding, healthcare, education and the provision of utilities. However without the results of the transport studies highlighted above, uncertainty remains over highway capacity and the single access onto the island. As a result, the Draft Local Plan makes clear that the sites highlighted on Hayling Island are a starting point for any subsequent allocation and will be updated as necessary to reflect the transport evidence base. This has also been made clear at the start of the Hayling Island area of the housing section. For

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development management decisions, guiding principle 4 of the Local Plan Housing Statement would still apply.

Continued pressure on Government regarding infrastructure provision

- 3.32 Following the Council decision to adopt the Local Plan Housing Statement, many discussions have taken place regarding the need for continued investment in the Borough's infrastructure network. This has involved discussions with Hampshire County Council and the Solent Local Enterprise Partnership (LEP) as well as responses to several Government consultations on housing and planning.
- 3.33 A general conclusion which has come out of the IDP work though is that a high level of engagement will continue to be necessary with Hampshire County Council and Solent LEP given their roles as funding bodies for infrastructure. As such, it is recommended that the Council continue to pressure these bodies regarding infrastructure provision.
- 3.34 It is also suggested that the Council lobby Government concerning the current retroactive funding mechanisms that are in place regarding a number of infrastructure types. To better alleviate the pressure that new development causes on infrastructure networks, it is suggested that Government recognise the need to forward fund infrastructure. Currently, infrastructure services such as primary care, fire & rescue and ambulance provision are funded on the basis of population which exists.
- 3.35 Government could use the five year housing land supply data that local authorities are required to produce to better anticipate what level of development is likely to come forward. This would enable them to proactively adjust funding for infrastructure providers to recognise forthcoming population pressure and enable services to prepare themselves. As such, extensions to facilities and recruitment of staff can be in place prior to development being complete.

Consultation on the Draft Local Plan

- 3.36 If approved by Cabinet, consultation would take place from 8th January 2018 to 16th February 2018.
- 3.37 The consultation on the Draft Local Plan Housing Statement is considered to have been extremely successful. As a result, the consultation and marketing strategy will follow the same template. However it will be scaled up and broadened to reflect the fact that the Draft Local Plan covers more topics than the Housing Statement.
- 3.38 It is proposed that there is a tiered set of content to enable people to access the plan at the level of detail that they'd like to. This will involve:
- a) Social media promotion, principally through Facebook. This would include paid promotions targeting those who are in the Havant Borough area, linking through to the Local Plan webpages
 - b) An A4 folded leaflet giving a general overview of the Draft Local Plan
 - c) A set of four topic based booklets:
 - Where next for the economy and town centres?
 - Where next for the environment?
 - Where next for housing?
 - Where next for infrastructure?

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- d) A set of exhibitions around the Borough during the consultation. These would include a variety of venues and spread evenly across the Borough so that everyone has the opportunity to attend. Most would be held during the afternoon and into the evening. However exhibitions in Havant and Waterlooville Town Centres would take place during the morning and afternoon on Saturdays. All of the exhibitions would be the same.
 - e) A set of FAQs on the website
 - f) Large format posters in town centres advertising the consultation and the exhibitions.
- 3.39 A web-based survey would be set up so that people can easily send in comments on specific sections of the plan and suggest what should be changed to make it better.
- 3.40 It is anticipated that there will be a great degree of interest in the consultation and a large amount of responses submitted. These will need to be analysed and the need for changes to the plan carefully considered.
- 3.41 It is suggested that the Local Plan Panel be requested to consider the responses that are received and what changes should take place. Those changes would then be formally considered by Cabinet and Council as part of the Pre-Submission Local Plan.
- 3.42 Those who submit responses would continue to be kept up to date with newsletters as to how the Local Plan is progressing.

4.0 Conclusions

- 4.1 The production of the Havant Borough Local Plan 2036 is a key priority for Havant Borough Council. Consultation on the Draft Local Plan is the next step and will demonstrate the Council's commitment to positively planning for the future of the Borough and having an up-to-date Local Plan in place.

5.0 Implications

- 5.1 **Resources:** The proposed approach to developing the Havant Borough Local Plan 2036 was incorporated into the 2017/18 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. There would be a small overspend on salaries to cover overtime for staffing exhibitions on a Saturday, however this is considered necessary to broaden the reach of the consultation.
- 5.2 As the Local Plan's preparation will span the next two financial years the proposed approach to preparing the plan has also informed the budget setting for the 2018/19 year.
- 5.3 Preparing the Draft Local Plan would not be possible without extensive involvement of many officers in the Council across many different teams and services. For example, all of the sites being included have been screened by officers in Environmental Health and Civil Engineering, specialist input has also taken place into a number of different policies from colleagues such as Economic Development and Housing.
- 5.4 The proposed consultation and marketing strategy uses extensive resource from marketing, graphic design and communications officers.

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- 5.5 **Legal:** the preparation of a Local Plan is governed by the Town and Country Planning (Local Planning) (England) Regulations 2012. The proposed consultation would form a consultation under Regulation 18 of those regulations.
- 5.6 In order to progress development of the Southleigh 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 sites in the Adopted Local Plan.
- 5.7 **Strategy:** There are extensive links between the Local Plan and the Corporate Strategy. 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. In particular, the new focus on the regeneration of the Borough is inextricably linked to the Local Plan through its policies for the areas earmarked for regeneration.
- 5.8 The inclusion of the sites in a Local Plan is essential if looking towards the use of compulsory purchase powers.
- 5.9 **Risks:** The Draft Local Plan has been prepared in accordance with the applicable regulations and is underpinned by an extensive evidence base and statutory assessments. It is considered that the Council has prepared the Draft Local Plan in good faith.
- 5.10 **Communications:** please see the main body of the report.
- 5.11 **For the Community:** please see the main body of the report.
- 5.12 **Consultation:** please see the main body of the report.
- 5.13 **The Integrated Impact Assessment (IIA) has been completed** and shows that the consultation on the Draft Local Plan will not lead to a disproportionate impact on any specific element of the community.

Appendices

Appendix 1: Draft Havant Borough Local Plan 2036

Background Papers

The evidence base which has informed the Draft Local Plan is at www.havant.gov.uk/localplan/evidence-base.

Agreed and signed off by:

For Head of Legal Services: 4th December 2017

Head of Finance: 7th December 2017

Head of Planning: 4th December 2017

Director of Operations: 7th December 2017

Cabinet Lead for Planning & Place-Making: 27th November 2017

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