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Constraints and Supply Analysis

December 2017



Constraints and Supply Analysis

Purpose of this paper	To provide a background on the need for development in Havant Borough and how this can be addressed. Looking at high level constraints in the borough and opportunities for development.
Why?	By assessing the need, constraints and potential supply of development land in Havant Borough to determine whether development needs can be achieved through the Havant Borough Local Plan 20136.
Objectives	<ul style="list-style-type: none">▪ To provide background on development need▪ To identify constraints to development▪ To identify development potential both in terms of development need for Havant Borough and the wider region.

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Contents

	Page
1. INTRODUCTION AND BACKGROUND.....	1
2. THE NEED FOR DEVELOPMENT	4
3. DEVELOPMENT CONSTRAINTS.....	8
4. DEVELOPMENT SUPPLY	15
5. MEETING THE NEED: KEY SITES.....	23
6. CONCLUSION.....	28
APPENDIX 1.....	29
APPENDIX 2.....	35

1. Introduction and Background

Introduction

- 1.1 The Havant Borough Local Plan 2036 (HBLP 2036) is currently in draft form and covers the period up to 2036. The National Planning Policy Framework (NPPF) requires local plans to be kept up to date and to reflect the development needs in their area. To boost significantly the supply of housing local planning authorities are expected to identify and annually update the supply of specific deliverable sites to provide five years worth of housing against their housing requirements.
- 1.2 The Partnership for Urban South Hampshire (PUSH) has published the PUSH Spatial Position Statement which has informed the draft HBLP 2036. Within the drafting process for the HBLP 2036 the Government has started consultation on a new formula to assess housing need. This has also been incorporated into the draft HBLP 2036 to ensure that it will be up to date at the point of submission.
- 1.3 This paper sets out the Borough Council's approach to positively and proactively setting out an approach to maintaining an appropriate supply of housing and other development. The outcomes described in this paper are reflected in the Draft HBLP 2036.

Background and Current Position

- 1.4 The Havant Borough Local Plan (Core Strategy) was adopted on 1 March 2011 with the housing provision based on the South East Plan housing target and the South Hampshire Housing Market Assessment dating from 2006. The Core Strategy aims to achieve a net total of 6,300 new dwellings between 2006 and 2026.
- 1.5 The Local Plan (Allocations) was adopted on 23 July 2014. This plan identifies sites for specific uses, including housing, to deliver the provisions of the Core Strategy in terms of numbers and their distribution around the five areas of the Borough.
- 1.6 The NPPF was published in March 2012 setting out that local plans should cover an appropriate timescale, preferably a 15 year time horizon, should meet the full development needs of the area and be kept up to date.
- 1.7 The Local Plan was considered to be up to date at the point of adoption but now has a shorter time horizon than that advised by the NPPF. The NPPF also expects local plans to be based on co-operation with neighbouring authorities. The PUSH Spatial Position Statement provides the basis for the PUSH authorities to meet the requirements of the NPPF. The Council also regularly meets with Chichester District Council to discuss shared issues and cooperation.
- 1.8 The NPPF expects Local Planning Authorities (LPAs) to have a clear understanding of housing needs in their area by preparing a Strategic Housing Market Assessment (SHMA) to assess their full housing needs; working with neighbouring authorities where housing market areas cross administrative boundaries. LPAs should then prepare a Strategic Housing Land Availability Assessment (SHLAA) to establish realistic assumptions about availability and suitability, and the likely economic viability, of sites to meet the identified need for housing over the plan period.

- 1.9 PUSH published a SHMA in January 2014 which has been updated in April 2016 to take account of revised (2012 based) Government projections of population and households. The updated SHMA for the Portsmouth Housing Market Area, which includes Havant, indicates an objectively assessed need of 11,250 dwellings (equivalent to 450 per annum) for the Borough between 2011 and 2036.
- 1.10 In order to reflect NPPF guidance and provide a robust local plan that sets out how the 2016 SHMA objectively assessed need will be met to 2036, the Havant Borough Local Plan 2036 (HBLP 2036) is being prepared.
- 1.11 During the preparation of the Draft HBLP2036 the Department for Communities and Local Government have proposed a new method for assessing the housing need for each LPA. This is currently at the consultation stage and the methodology, and thus housing need figure, is not yet finalised. Nonetheless Government have indicated that new local plans will need to use the new methodology. This methodology indicates a need for 463 dwellings per annum.

Purpose and Aims

- 1.12 The Borough is quite tightly constrained by its boundaries and therefore the scope for new development is also constrained. The current Local Plan includes policies for considering development proposals within defined urban area boundaries but with the current boundaries being drawn tightly against the existing urban areas, as extended by the specific site allocations. However, the 2016¹ Constraints and Supply Analysis found that further development potential would need to be found to meet revised figures for housing need.
- 1.13 This paper draws together evidence which supports the draft HBLP 2036 and puts it into context with regard to the most up to date assessment of development needs, the constraints on development within Havant Borough and potential sources of development land supply. The aim of the Constraints and Supply Analysis is to:
- Review the need for supply of development;
 - Assess the level and areas of constraints to development within the Borough;
 - Determine the options for meeting development needs in order to inform the draft HBLP 2036;
 - Enable the Council to plan positively through embracing growth and sustainable development.
- 1.14 Meeting housing need is considered the key objective for the Borough. However other types of development will be needed alongside and to support the growth in housing and its residents. In particular economic development and infrastructure such as educational institutions and provision for the Havant Thicket Reservoir are also key objectives.

Evidence and Structure

- 1.15 The Draft HBLP2036 is based on evidence from a variety of reports and documents on a range of topics. This Constraints and Supply Analysis paper draws together the findings from these

¹ Havant Borough Council Supply and Constraints Analysis (2016)

documents, in order to weigh the evidence and provide the reasoning that lies behind the HBLP 2036. References will be provided to the relevant evidence as footnotes throughout the document.

1.16 This Constraints and Supply Analysis is structured as follows:

- Section 2: Needs and Constraints
 - a) Development Needs - Explanation of the housing requirements (objectively assessed needs) of Havant Borough, and in the wider South Hampshire context, based on the PUSH SHMA 2014 and Update 2016. A brief review of the Havant Borough Business Needs, Site Assessments and Employment Land Study; the new housing need formula proposed by the Department for Communities and Local Government; infrastructure needs; the proposed changes brought forward through the Governments white paper 'Fixing Our Broken Housing Market' and how together this affects the need for development across the housing market area and for the Borough specifically.
 - b) Constraints – Determine the potential of the identified sites/areas based on analysis of high level key constraints (as PUSH Category 1 list with Local Green Space, Ancient Woodland and Important Brent Goose and Waders sites). Including reference to the Sustainability Appraisal used to determine the sustainability of proposed sites for development.
- Section 4: Development Supply - An overview of the current housing supply position. The 2016 Call for Sites and other information sources such as proposed delivery from non-strategic sites will be reviewed alongside potential sources of further supply.
- Section 5: Meeting the Need (Key Sites) – Areas of key development potential identified. Illustrated with the way in which these sites help meet the strategic development needs of the Borough and the wider housing market area.
- Section 8: Conclusion.

2. The Need for Development

Source Material

- 2.1 The Draft HBLP 2036 is based on evidence from a variety of reports and documents on a range of topics. Some of these already exist and others are currently in production. The Housing Constraints and Supply Analysis draws together the findings from these documents, to weigh the evidence and provide the facts and reasoning that lie behind the draft HBLP 2036 itself.

National Planning Policy Framework

- 2.2 Paragraph 47 of the National Planning Policy Framework (NPPF) states that, “To boost significantly the supply of housing, local authorities should: use their evidence base to ensure that their Local Plan meets 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.”
- 2.3 This means that anticipated household growth, based on population projections for the Housing Market Area should be accommodated by new housebuilding within the Housing Market Area (HMA). The Government’s expectation is that taken together Local Plans will plan for the number of homes required in the HMA as set out in the Strategic Housing Market Assessment (SHMA). Any authority that plans for less than the objectively assessed housing need for their own authority runs the risk of not meeting the tests of soundness set out in the NPPF and thus not being found sound by the Secretary of State at at Examination.
- 2.4 Nonetheless, the NPPF acknowledges that there may be constraints identified in the NPPF which mean that a local plan cannot deliver that number of homes within its boundaries and overall the housing need can be met within the Housing Market Area. In such situations, the duty to cooperate is critical as neighbouring authorities should be asked to plan for additional homes, over and above their own need, to accommodate the need for development that cannot be met elsewhere in the HMA.
- 2.5 The PUSH Spatial Position Statement prepared by the Partnership for Urban South Hampshire (PUSH) therefore becomes a crucial element in planning for Havant’s future as well as fulfilling the Council’s duties under the duty to cooperate, an element of the NPPF which is given particular prominence and must be followed in order for a Local Plan to be found sound at Examination.
- 2.6 In February 2017 the Government released a white paper title ‘Fixing our Broken Housing Market’². The paper set out the Government’s clear intention to plan for the right homes in the right places, build homes faster, to diversify the housing market and to help people in housing need now. In order to meet these aims this paper seeks to ensure that Havant Borough can allocate enough development sites within the draft HBLP 2036 in order to ensure that it reflects any potential

² <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>

changes to the NPPF that may be made so that the Local Plan is future proofed as much as possible. The draft HBLP 2036 will aim to provide the required security to developers so that they are able to invest in housing development where there is a clear need to do so. Confidence in the planning process will also enable developers to bring these sites forward more quickly.

Strategic Housing Market Assessment

- 2.7 The Council has worked with its partner authorities, through PUSH to prepare the Strategic Housing Market Assessment (SHMA). Housing Market Areas (HMAs) are essentially defined as areas that have a high level of self-containment in terms of household movements; that is, the majority (around 75%) of all household movements are internal to the area.
- 2.8 The PUSH SHMA provides projections of housing need to 2036 in three HMAs focused on Portsmouth, Southampton and the Isle of Wight respectively. Havant is within the Portsmouth HMA, which also includes Portsmouth, Gosport, part of East Hampshire, about half of Fareham (including Welborne) and part of Winchester district including the Waterlooville MDA.
- 2.9 The SHMA is, however, not policy in itself and does not set targets for how much or what types of homes each of the eleven partner authorities should plan for. The SHMA is just part of the evidence base that helped the PUSH local planning authorities in producing the PUSH Spatial Position Statement. The SHMA acts as a building block for further work to inform specific local plans which will necessarily take into account housing demand and deliverability, land availability and supply considerations as well as the feasibility of delivering infrastructure to support housing development. As set out in the NPPF therefore, the PUSH authorities will need to work together, in accordance with the Duty to Co-operate, to undertake such assessments of their housing needs, and should plan to meet them in full across each housing market area where this is consistent with achieving sustainable development.
- 2.10 The starting point was the most recent Government projections – Sub-National Population Projections (SNPP) - available at the time with some adjustments made to account for data from the 2011 Census and the full plan period to 2036. During 2016 an Objectively Assessed Needs update was published taking account of the latest 2012 based population projections³ and household projections⁴.
- 2.11 Summarising the position on OAN for Havant Borough, the trend-based demographic projections identify a need for 428 dwellings per annum. The economic-led scenario sits below this at 408 dwellings per annum, and does not provide an upside to the latest demographic evidence. The affordable housing evidence indicates a need for 292-368 affordable dwellings per annum, which represents 68-86% of the demographic-based need. Market signals point to average affordability pressures, but would justify an upward adjustment from the demographic baseline. The SHMA therefore considers that an adjustment upwards from the base demographic need would be appropriate to improve affordability. To improve household formation, and reduce levels of

³ Released by Department for Communities and Local Government in May 2014

⁴ Released by Department for Communities and Local Government in February 2015

concealed households, it identifies an objectively assessed need (rounded to the nearest 5) for 450 dwellings per annum.

- 2.12 The table below shows the two mainland HMAs in South Hampshire and indicates an overall OAN for the Portsmouth HMA of 1,980 dwellings per annum (dpa) from 2011 to 2036 and 2,270 dpa for the Southampton HMA. This is a slight reduction for Havant (from 455 dpa) and PUSH East HMA (from 2,115 dpa) and a slight increase for the Southampton HMA (from 2,045 dpa) from the SHMA 2014.

Authority / HMA	Housing Need (dpa)	Authority / HMA	Housing Need (dpa)
East Hampshire	70	Eastleigh	580
Fareham	305	Fareham	115
Gosport	335	New Forest	210
Havant	450	Southampton	1,115
Portsmouth	740	Test Valley	185
Winchester	60	Winchester	75
Portsmouth HMA	1,980	Southampton HMA	2,270

Table 1: Objectively Assessed Housing Need 2011-2036

- 2.13 It should be noted that this is an objective, ‘policy-off’ analysis and recommendation; it takes no account of land supply or development constraints within the PUSH area or policy-on’ aspirations for economic growth. This was emphasised in the letter, dated 19th December 2014⁵, from Planning and Housing minister Brandon Lewis to the Chief Executive of the Planning Inspectorate. In this letter Mr Lewis states that SHMAs are untested and “should not automatically be seen as a proxy for a final housing requirement in local plans”. It continues, “Councils will need to consider Strategic Housing Market Assessment evidence carefully and take adequate time to consider whether there are environmental and policy constraints, such as Green Belt, which will impact on their overall final housing requirement.”
- 2.14 As part of the duty-to-cooperate, local authorities will be required to produce a statement of common ground over the housing market area (or other agreed geographical area) under the proposed housing need methodology. This should address strategic cross-boundary issues such as housing need, and identify where any housing need cannot be met. This will form part of the Local Plan’s evidence base. The PUSH Spatial Position Statement is considered to meet the requirements of the proposed Statement of Common Ground.
- 2.15 Nonetheless, the need to positively plan for the future applies at the sub-regional scale as well as the local scale. As such, it is proposed to continue working with neighbouring authorities, through PUSH, to update the PUSH Spatial Position Statement periodically.

⁵ <https://www.gov.uk/government/publications/strategic-housing-market-assessments>

Proposed Formula for Assessing Housing Need

- 2.16 More recently the Government has consulted on a new methodology for calculating housing need⁶. This shows that there is an annual need of 463 new homes in the borough from 2016 to 2026. Details of the Officer Working Formula can be found at Appendix 2. However, this methodology is still in draft form at this point. The Government has indicated that any plans submitted for examination from April 2018 will need to use the new methodology once it is finalised. As such the draft HBLP 2036 uses this proposed new need figure, acknowledging that this may change following the publication of any revisions to the NPPF.

⁶ www.gov.uk/government/consultations/planning-for-the-right-homes-in-the-right-places-consultation-proposals

3. Development Constraints

- 3.1 The overall projection of housing need as set out in the PUSH SHMA is derived from a “policy-off” basis and takes no account of land supply, development constraints or the aspirations for economic growth. There is therefore a need to consider what scale of development can be sustainably accommodated.
- 3.2 The next stage is to determine the potential of the identified sites and areas based on analysis of high level key constraints. This section therefore looks at the potential sources of supply and the range of constraints that are applicable when considering allocating land for development. It compares the constraints using the degree of importance which is attributed by the National Planning Policy Framework to their protection. Reference is also made to the approach to these issues taken by the PUSH Spatial Position Statement and by policies in the adopted Havant Borough Local Plan.

National Planning Policy Framework

- 3.3 The National Planning Policy Framework (NPPF) contains a presumption in favour of sustainable development. Paragraph 14 states, “For plan-making this means that:
- Local planning authorities should positively seek opportunities to meet the development needs of their area;
 - Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted”.
- 3.4 Policies indicating that development should be restricted are those (of relevance to the borough) relating to:
- Sites protected under the Birds and Habitats Directives and/or designated as Sites of Special Scientific Interest;
 - Land designated as Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast;
 - Designated heritage assets; and
 - Locations at risk of flooding or coastal erosion.

Constraints Mapping

- 3.5 Environmental constraints will include various types of protected sites ranging from international to local designations. These have been mapped and identified in terms of their status and being “no go” through to “possible with mitigation”. That is, whether the designations rule out development or if development could go ahead but the layout and design would need to work around features or make compensatory replacement for them. When considering development sites for allocation in

the HBLP 2036 a sustainability appraisal assesses the level of constraint that may be present on any site brought forward for development. The sustainability appraisal⁷ has regard to both constraints mapping, as well as site specific constraints that may become apparent through the screening of sites by relevant experts⁸.

3.6 A summary of the categories of constraints can be seen in the below table:

Designation or Constraint	Draft HBLP 2036 Policy
Category 1: constraints of international or national importance, given great weight or where harm or loss should be wholly exceptional.	
Area of Outstanding Natural Beauty	E11
Flood Zone 2/3	E12
Ramsar site	E15
Registered Historic Parks	E9
Scheduled Monuments	E9
Special Areas of Conservation	E15
Special Protection Areas	E15, E16
Sites of Special Scientific Interest	E15
Category 2: constraints where development should be avoided are of a more local nature and may be capable of mitigation.	
Agricultural land quality – Grades 1, 2 and 3a	E19
Ancient Woodland	E15
Brent Geese / Waders Site (Critical)	E17
Coastal Change Management Area	E14
Ground instability	-
Local Green Spaces	E4
Local Nature Reserve	E4
Sites of Importance for Nature Conservation	E15
Waste disposal sites	E21
Category 3: constraints which don't prevent development. These need to be taken into account but may be mitigated e.g. by prior extraction, built around with sensitive design and layout or replaced.	
Air Quality	E20
Archaeology Zones	E9
Brent Geese / Waders Site (Uncertain)	E17

⁷ <https://www.havant.gov.uk/localplan/evidence-base>

⁸ <https://www.havant.gov.uk/localplan/evidence-base>

Designation or Constraint	Draft HBLP 2036 Policy
Contaminated or polluted land	E21
Conservation Areas	E9
Listed Buildings	E9
Mineral resources and safeguarding	Hampshire Minerals & Waste Plan 2013
Pipelines	KS8
Power lines	-
Protected Trees	E15
Settlement Gaps	E10

Table 2: Summary of constraint categories.

Please note that the above constraints are categorised based on the degree of importance which is attributed by the National Planning Policy Framework to their protection. These are set out in the tables in Appendix 1 with the relevant Local Plan policy reference.

Outcome of Constraints Mapping

- 3.7 To investigate the potential for development of land outside the existing settlement boundaries mapping of constraints was undertaken in stages, starting by mapping the Category 1 constraints as a first sieve. This effectively removes some areas from further consideration as follows:
- **Chichester Harbour Area of Outstanding Natural Beauty (AONB)** covers the harbour area to the north and east of Hayling Island, extending northwards onto the mainland coastal plain between Langstone Road and Emsworth. While Draft HBLP 2036 Policy E11 doesn't prevent development per se it needs to conserve and enhance the special qualities of the AONB.
 - **Flood zones 2 and 3**, where development should be avoided due to the high level of risk, extend outwards to varying degrees from the various watercourses that pass through the borough and reach inland from the coast particularly on Hayling Island where land is low lying and at risk of inundation from the sea within the harbours.
 - **Staunton Country Park**, within the area of Leigh Park, is a designated heritage asset being a Registered Park and Garden Grade II* listing. The area also contains other environmental protection designations.
 - The largest **Scheduled Ancient Monuments** are at Fort Purbrook⁹ on Portsdown Hill, Sinah Common¹⁰ and Tournier Bury¹¹ on Hayling Island. However development around this sites may be possible with appropriate design considerations considering the setting of the Schedule monuments themselves.

⁹ Palmerston fort and covered way

¹⁰ World War II Heavy Anti-aircraft gunsite

¹¹ Iron Age Hillfort enclosure

- The area covered by various **national and international environmental designations**, which have special protection primarily for their biodiversity including over-wintering waders and waterfowl, lies in the harbours and surrounds Hayling Island.
- There are no safety safeguarding zones in the borough outside the urban areas.

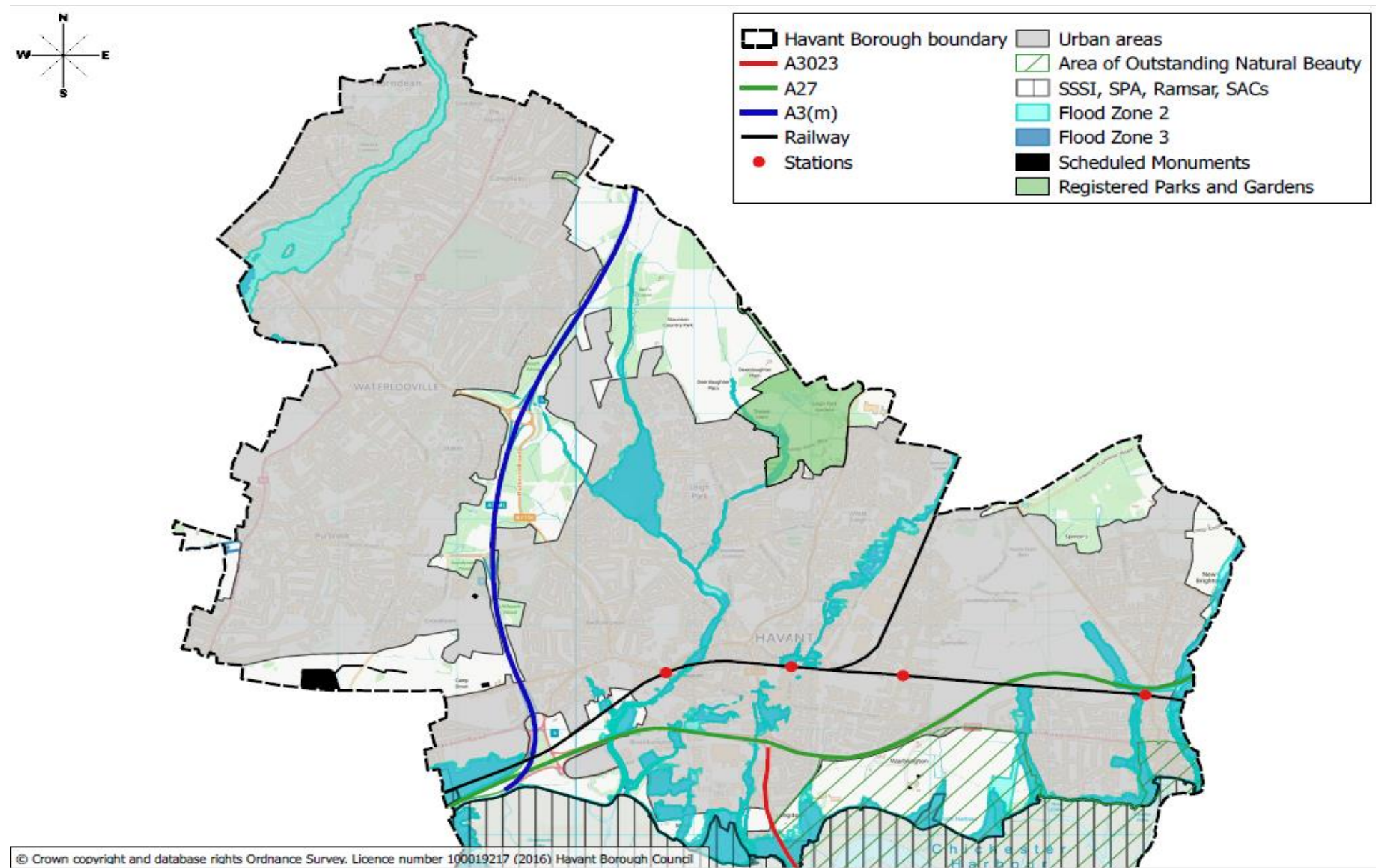
3.8 **Map 1 Havant Mainland** shows the remaining areas for Havant Borough mainland outside the settlement boundaries with potential for development, i.e. areas remaining (shown white) once the high level Category 1 constraints are excluded. **Map 2 Hayling Island** shows the same for Hayling Island - areas remaining (white) once the high level Category 1 constraints are excluded. The settlements are shown as grey areas on the maps and their boundaries (as defined in the Havant Borough Local Plan) include the new Local Plan allocations on the edge of the settlements.

Additional Constraints

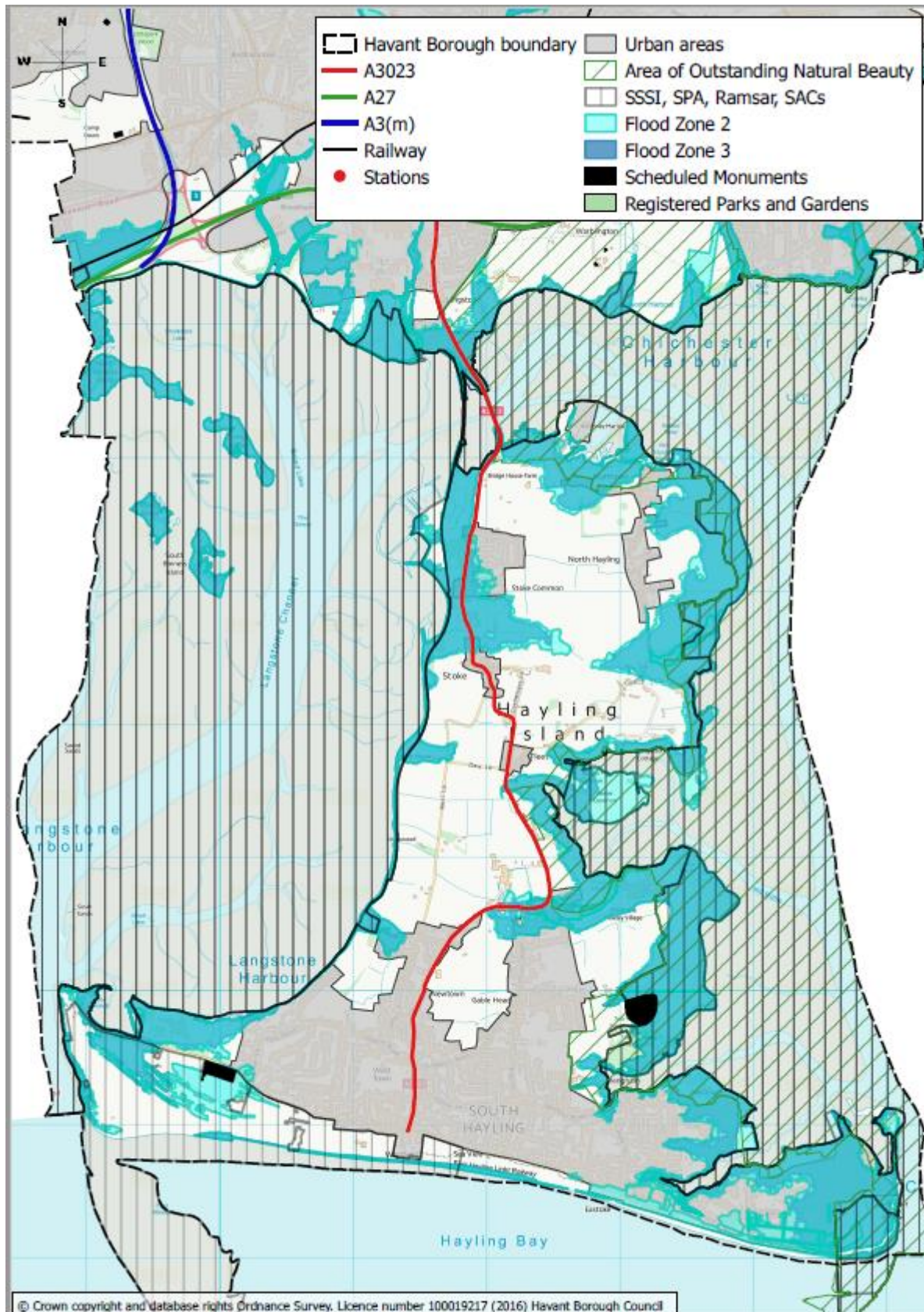
- 3.9 The scale and pace of development will depend on the capacity of existing infrastructure to meet the needs of development and the resulting demands upon it from the new communities. An assessment of the availability and capacity of existing infrastructure to accommodate new development and the cost and timing of adding new or expanding existing infrastructure is provided through the Infrastructure Delivery Plan. The Sustainability Appraisal has found that there is remaining uncertainty with regard to highway capacity through Hayling Island and this could therefore be a constraint to development on the Island. Two specific studies are underway:
- **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 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.
- 3.10 When specifically assessing constraints to housing supply the need for infrastructure and economic development must be considered. Economic development is considered essential to support housing delivery; as such land that may otherwise be available for housing must be safeguarded for economic development in line with national policy if it is needed.

- 3.11 Additionally, in order to provide sufficient water supply across south east England, there is a proposed reservoir at Havant Thicket. The reservoir and pipeline route must be safeguarded from other development. This would mean that the site is not available for residential development.

Map 1 - Havant Borough Mainland: High Level (Category 1) Constraints



Map 2 – Hayling Island: High Level (Category 1) Constraints



4. Development Supply

- 4.1 The overall projection of housing need and economic development need as set out in the PUSH SHMA and the Employment Land Review are derived from a “policy-off” basis and takes no account of land supply. There is therefore a need to consider what scale of development can be sustainably accommodated. Havant is a relatively small and predominantly urban borough with nearly 50km of internationally protected coastline. Although no specific details have been provided it is anticipated that the proposed formula for assessing housing need is also derived from a “policy off” basis.
- 4.2 The Allocations Plan 2014 allocated sites within the urban area and as urban extensions. As a result there were very few sites left in the borough which are capable of supporting further development. The emerging HBLP 2036 has had to ensure that no development opportunity has been left unexplored in order to meet housing and economic development needs.
- 4.3 This section looks at the potential additional sources of supply and the range of constraints that are applicable when considering allocating further land for development. It compares the constraints using the degree of importance which is attributed by the National Planning Policy Framework to their protection.

National Planning Policy Framework

- 4.4 The National Planning Policy Framework (NPPF) includes in paragraph 14 the “presumption in favour of sustainable development”. For plan-making this means that Local Plans should meet objectively assessed needs, unless:
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
 - specific policies in this Framework indicate development should be restricted.

Sources of Development Capacity

- 4.5 There are primarily two main sources of sites for development: those that have previously been built on and can be redeveloped and those that are not previously developed but may have some current use such as recreation or agriculture. Sites may be in the existing urban areas where there is a general presumption in favour of development (Policy CS17) in the Adopted Local Plan or outside the existing settlement boundaries, as defined on the Havant Borough Local Plan Policies Map (Policy AL2), where development is currently limited by policies to that which is small scale householder development, meets an overriding public need or constitutes exception development in rural areas. The Draft HBLP 2036 proposes to keep this general approach, however the boundaries of the Borough’s settlements have been redrawn to reflect the proposed sites for development.
- 4.6 The Strategic Housing Land Availability Assessment (SHLAA) considers sites with capacity for 5 or more dwellings. It provides an assessment of land within the borough with potential for housing development by identifying sites, assessing their housing potential and considering when they are likely to be developed. The sites that have been assessed are those that have been submitted by

landowners and developers for consideration for development. All the following potential sources of supply have been explored.

Sites in the planning process:

- Dwellings and commercial development with planning permission that are under construction;
- Unimplemented/outstanding planning permissions for housing and commercial development(that are deliverable);
- Local Plan housing and employment allocations;
- Land allocated (or with permission) for employment or other land uses which are no longer required for those uses.

Sites not in the planning process:

- Vacant and derelict land and buildings;
- Surplus public sector land;
- Land in non-residential use which may be suitable for re-development for housing, such as commercial buildings or car parks, including as part of mixed-use development; this included accommodation above shops;
- Additional housing opportunities in established residential areas, such as under-used garage blocks; this includes Portsmouth City Council owned garage/parking courts;
- Large scale redevelopment and redesign of existing residential areas;
- Sites in rural settlements;
- Urban extensions;
- New free standing settlements;
- Sub-division of existing homes;
- Empty homes; found to be a small element of potential supply with questionable availability

- 4.7 The 2016 Constraints and Supply Analysis and the Local Plan Housing Statement found that it would be unlikely for Havant to be able to meet its housing need. The Draft HBLP 2036 has therefore had to consider again all possible sites that could potentially accommodate sustainable development.
- 4.8 Other potential locations have also been assessed with reference to the key issues and categories of designations and constraints as set out in the review of constraints described in section 2 of this document.
- 4.9 It has become clear that in order to meet development needs within the borough mitigation measures through policy must be provided to overcome constraints to development described as both category 2 and 3 of section 2 of this document.

Brownfield Supply Options

- 4.10 The 2016 SHLAA identified a small supply of deliverable sites on brownfield land that are available for development. These are proposed for development in the Draft HBLP 2036.
- 4.11 A thorough review was undertaken with regard to land in public ownership. This has resulted in some allocations in the draft HBLP 2036 of underused public land.

- 4.12 Without providing the opportunity for intensification of town centre sites Havant Borough would not be able to meet its housing needs. In order to meet the housing needs of the borough a review has been undertaken with regard to the housing supply that intensification of town centre sites could deliver. This also follows on from a review of the role of Havant and Waterlooville Town Centres in the 21st Century which is set out in the 'Havant and Waterlooville Town Centres Study'. It is considered that town centres are a sustainable source of housing supply, particularly as the need for retail development, as outlined further in section 4 of this paper.
- 4.13 The Employment Land Review found that there was an oversupply of commercial floorspace within the borough. This has allowed some allocations for commercial development in the Adopted Local Plan on brownfield sites to be proposed as a housing allocation in the Draft HBLP 2036.
- 4.14 Recent changes made to the planning system to allow more housing developments through conversions of buildings from other uses to residential without the need for planning consent has been monitored. The predominantly urban nature of the borough means that agricultural to residential conversions are likely to be extremely limited as a source of additional housing supply. The incidence of office to residential conversions has also been small and mainly limited to first floor locations where policies already support this type of development. These are often the type of development that is accounted for in the 'windfall' estimates in any case. It is therefore considered that the extended permitted development rights have changed the method of obtaining planning consent rather than boosting supply in the borough.
- 4.15 The Government's Starter Homes initiative which has been added to the Planning Practice Guidance enables applications for starter homes on under-used or unviable industrial or commercial land that is not currently identified for housing. Starter Homes are expected to be offered at a discount price to eligible first time buyers. However, there is little redundant commercial or industrial land, available now or anticipated in the future, and any sites of that nature have already been included as potential housing supply.
- 4.16 Under Policy H1 of the draft HBLP 2036 a series of 19 underused garage courts and parking areas are allocated for residential development. The SHLAA also identified a number of other underused areas within Leigh Park however these were discounted as having limited potential due to the layout of existing buildings and character of the estate.

Greenfield Site Options

- 4.17 Considering the lack of available brownfield sites in the borough, the greatest potential for new development beyond the sites already allocated in the adopted Local Plan lies with sites outside of the existing settlement boundaries. Given the predominantly urban nature of the borough, particularly on the mainland, and the limited undeveloped area, these are likely to take the form of urban extensions. Available urban extension sites have been proposed for allocation in the Draft HBLP 2036.

- 4.18 However quality, usability and issues concerning resources for ongoing maintenance and improvements were considered to be more important in the Open Spaces Plan Review¹² undertaken in 2012 (currently being reviewed). This resulted in a more realistic and practical approach to open space management being taken when reconsidering the recommendations of the 2006 Open Spaces audit. Based on the guiding principle of “fewer, better, more natural, better located and playable” recreational open spaces, some of the open spaces that were assessed in the Open Spaces Plan¹³ as being of low value and low quality have since been allocated for development within Leigh Park. This issue has been explored further in the Draft HBLP 2036 and Land at Oakshott Drive has been provisionally proposed for allocation.
- 4.19 The issue of open space provision is currently being explored through the production of an Open Space, Sport and Recreation Strategy. This will form part of the evidence base for the Local Plan once complete.
- 4.20 There are a number of parcels of land which are not covered by the high level constraints along the A3(M) corridor. Some of these are small pockets; most have limited access or are relatively remote from the services of the existing urban areas such that they are not considered to have any significant development potential.
- 4.21 The main part of the A3M corridor which does have some potential for development lies adjacent to Dunsbury Hill Park which was allocated as a strategic site in the Adopted Local Plan and where access infrastructure, ground works and the first phase of development have already completed. Dunsbury Hill Park is well placed to become one of the most successful employment developments in the sub-region with excellent access to the Strategic Road Network to the north, east and west. This land would need to be accessed via the business park and is owned by Portsmouth City Council which also owns and will operate the business park. Any potential would therefore be for employment development purposes rather than for housing.
- 4.22 The Employment Land Review found that there was an oversupply of commercial floorspace within the borough. This has allowed some allocations for commercial development on greenfield sites to be potentially allocated for housing where it may be appropriate to do so.
- 4.23 When taking into account the further supply of housing as described in paragraphs 2.20 – 2.29 Havant would still fall considerably short of both its objectively assessed need as well as the target set by the Government’s proposed formula for housing delivery. Through further assessment of physical constraints and land availability an opportunity for a large scale strategic housing site of 2100 dwellings between Denvills and Emsworth is proposed through the draft HBLP 2036. Due to the complexity of infrastructure requirements and the rate at which development of this site can be brought forward a realistic figure of 1100 dwellings could be delivered up to 2036. The remaining 1000 homes would be delivered after 2036.

¹² Open Spaces Plan Review – Havant Borough Council (November 2012)

¹³ Havant Open Spaces Plan & PPG17 Assessment – Kit Campbell Associates (2006)

Anticipated Supply Delivered by the HBLP 2036 (Housing)

- 4.24 By ensuring that all available land has been assessed for development the ability of Havant to be able to meet its housing through the HBLP 2036 can be assessed.
- 4.25 A provisional updated housing supply for the period 2016 to 2036 based on the above is set out in the Table below. All of the sites assessed as “developable”, that is in a suitable location with a reasonable prospect of being available and viable at the point of development envisaged have already been identified as proposed allocations or included in figures contributing to housing supply in the emerging HBLP 2036. Furthermore, all sites considered as “deliverable” within 5 years, that is sites available now, in a suitable location for development now and achievable with a reasonable prospect that housing will be delivered on site within five years, have also been identified as proposed allocations in the HBLP 2036. Several of these have planning permission.

Source	Dwellings
Completions The amount of homes built in the Borough in the year 2016/17	649
Outstanding Permissions Total new homes with planning permission on 1/4/2017 (excluding allocations)	617
Allocations Total new homes proposed for allocation in the draft Local Plan	7,191
Windfall Expected supply from small unidentified sites from 2024/25 to 2035/36	1,092
Total	9,549

Table 3: Havant Borough Provisional Housing Supply for period 2016-2036, as at 31 March 2017.

Table notes:

- Outstanding Permissions: these include both large and small site outstanding permissions and those under construction as at 31 March 2017. However, it excludes sites included as allocations in the draft Local Plan
- Allocations: this includes sites that are proposed allocations in the draft Local Plan. Some of these sites already have planning permission.
- Windfall – based on trends over the period 2006-2017 and expected future trends, using analysis by local plan area, an estimated allowance of 91 average dwellings per annum¹⁴ over the plan period 2024/25 – 2035/36 i.e. excluding the first 5 years
- The dwelling numbers and their densities, permissions are based on information from planning permissions and illustrative layouts. For Local Plan allocations density assumptions are based on a standard 40 dph (up to max. 100 dph) for urban area sites (unless constraints indicate otherwise) as described and set out for individual sites in the SHLAA, with 35 dph the standard starting point for urban extension sites. This is based on accessibility and design context (location) as detailed in the SHLAA.

¹⁴ Windfall/Unidentified Housing Development: Analysis and Justification Background Paper - Havant Borough Council (August 2017)

- 4.26 Based on the Government's proposed standard methodology for housing need¹⁵ which shows that there is an annual need of 463 net new homes in the Borough, or 9,260 net new homes over the plan period, there are sufficient housing sites available to meet the housing target. However there is only a small buffer over and so the Council will need to keep seeking sites for sustainable development across the Borough. If the transport evidence work shows that no or little development on Hayling Island would be considered sustainable, the Borough's need for housing would not be met.
- 4.27 Sites on Hayling Island will need to be reassessed following the results of the Borough-wide Transport Assessment (TA) and the Hayling Island Transport Analysis as to whether they should be included in the Pre-Submission version of the HBLP 2036.
- 4.28 The sustainability appraisal undertaken of all sites submitted through the call for sites has shown that the delivery of further sustainable sites is unlikely to be achieved within the plan period when considered against the National Policy Framework.
- 4.29 This raises the question of whether a longer term more radical option for larger scale urban renewal or estate regeneration programmes of such areas would be feasible, although only the net increase in dwelling numbers could be counted towards future housing supply requirements, e.g. whether 'intensification of Leigh Park' could form an element of future development and a way of boosting numbers. Following the identification of pockets within the Warren Park area of Leigh Park allocated within the current Local Plan (e.g. Strouden Court) this has been further considered. However the 'right to buy' has had a significant impact on Leigh Park. Landownership is now extremely fragmented by significant sporadic private ownership across the residential areas. As such there are no real coherent parcels of land where comprehensive redevelopment of sufficient scale to really create a net gain in housing numbers could take place.

Five Year Supply

- 4.30 In addition to absolute supply to meet needs over the lifetime of a plan a further aspect is the timing of delivery. In order to boost significantly the supply of housing, the NPPF in paragraph 47 says that local planning authorities should identify and update annually a supply of specific deliverable (available now, in a suitable location and achievable within 5 years in terms of viability) 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." The NPPF requires that the buffer is increased to 20% where there has been persistent under delivery.
- 4.31 When considered in terms of the current local plan requirement the council can demonstrate that there is a 4.9 year supply of housing. This estimate is considered as conservative and subject to rapid change.

¹⁵ www.gov.uk/Government/consultations/planning-for-the-right-homes-in-the-right-places-consultation-proposals

- 4.32 The methodology used demonstrates that even including a 5% buffer, and using the method that makes up the shortfall within the next 5 years rather than spread over the rest of the plan period¹⁶, the five year supply is still likely to be met. Further details relating to five year supply are contained in the Council's Annual Monitoring Report.

Anticipated Supply Delivered by the HBLP 2036 (Employment)

- 4.33 By ensuring that all available land has been assessed for development the ability of Havant to be able to meet its economic development needs through the HBLP 2036 can be assessed.
- 4.34 A provisional updated economic development supply for the period 2016 to 2036 is set out in the Table below. All of the sites assessed as “developable”, that is in a suitable location with a reasonable prospect of being available and viable at the point of development envisaged, have already been identified as proposed allocations or included in figures contributing to economic supply in the emerging HBLP 2036.

Source	Net Floorspace (sqm)
Completed Floorspace The amount of employment floorspace completed in the Borough in year 2016/17	19,912
Outstanding Permissions Total new employment floorspace with planning permission on 1/4/2017	7,686
Allocations Total employment floorspace for allocation in this draft plan	59,182
Intensification Opportunities Within established employment areas	2,275
Total	89,055

Table 4: Havant Borough Provisional Commercial Floorspace Supply for period 2016-2036, as at 1st April 2017.

- 4.35 It is anticipated that through the HBLP 2036 there is sufficient available land to meet the need for commercial floorspace.

Summary of Development Supply within the Borough

¹⁶ It should be noted that the Council does not endorse these positions but has shown that a ‘worst case scenario’ 4.9 supply can be demonstrated.

- 4.36 Although the borough has a number of constraints, through a process of investigating every available source of delivery, it is anticipated that the development needs for housing and commercial floor space can be met. However, this is only possible through delivery of a number of key strategic sites as described in section 4 of this document below. If little or no housing development on Hayling Island can be considered sustainable, the need for housing would not be met.

5. Meeting the Need: Key Sites

Strategic Sites Overview

- 5.1 In general, the larger or more complex the development the longer the lead in time needed to properly plan the development in a comprehensive manner, from allocation in the local plan, through planning applications, to the start of development. It is therefore vital to consider how to fill the gap between need and development highlighted in the 2016 supply and constraints analysis can be met.
- 5.2 The borough has a corporate objective to provide development that embraces the growth of employment opportunities, tourism, and the vitality of institutions such as those for education. The borough also aims to provide a benefit for the wider region by supporting development of a reservoir.
- 5.3 A review of the housing supply position in section 3, alongside the need position in section 2 and the corporate objectives outlined in paragraph 4.2, has found that all objectives can only be met through the delivery of a number of key sites.
- 5.4 As the sites progress forward, it will be necessary to further investigate the lower level planning constraints which face the sites and what mitigation measures will be necessary to bring the site forward. This would be best achieved through masterplanning of the sites.
- 5.5 A summary of the proposed key sites can be found on map 3 at the end of this section. The HBLP 2036 gives a comprehensive review of each key site as well as the opportunities for development and proposed policies.

Town Centre Sites

- 5.6 By undertaking an assessment of the development potential of Havant Town Centre, Waterlooville Town Centre and Leigh Park District Centre, these areas have been identified as an opportunity to provide increased economic vitality whilst also providing new higher density housing in sustainable locations.
- 5.7 The main opportunities for development in each centre are listed below and are set out in more detail in the Draft HBLP 2036.
 - Havant Town Centre
 - a) The Market Parade area will be the focus for the town's regeneration focusing on residential development and the provision of food and drink and retail units at ground floor level to create a vibrant environment and improve the evening economy.
 - b) The Civic Campus is primarily in public ownership, it is a key area in the Hampshire One Public Estate (OPE) portfolio. OPE is a Government initiative to bring together public bodies to join together and use their estate to deliver more effective public

service provision and create development opportunities. As part of the OPE initiative, the Council has commissioned work to explore further co-location of civic and public service functions at the Public Service Plaza and explore decked car parking. This will free up previously developed land to create an opportunity for significant residential development in this sustainable location close to Havant Railway Station and Bus Station.

- WaterlooVille Town Centre
 - a) Adjoining Wellington Way is a Council car park located directly off Maurepas Way. With easy pedestrian access to both London Road and Wellington Retail Park, it is ideally situated to be developed as a transport interchange for the centre.
 - b) Wellington Way itself can be a focus for high density residential development, potentially using innovative housing products and modern methods of construction.
 - c) Recognising the need to contract the retail provision in town centres, the north-eastern end of London Road is no longer needed for retail uses. Recognising the proximity to goods and services in particular, this offers the potential for high density residential development including more innovative housing products, which will in turn help bring vitality to the town centre, particularly in the evening.
 - d) The far ends of London Road present further opportunities for residential development.
 - e) The regeneration of London Road precinct and The Boulevard will be guided by the provision of a smaller retail core at the centre. This gives the opportunity for further residential development to the south-west of the St Georges Walk/Stakes Hill Road intersection. In this section of London Road, an active use at ground floor would be permissible but not necessary.
- Leigh Park District Centre
 - a) Development which provides a refreshed façade to Stockheath Road, including the comprehensive redevelopment of sections of the southern side of Park Parade will be supported.
 - b) There is an opportunity to rationalise the uses and services being offered on the site occupied by the Dunsbury Way Community Buildings to provide a central, modern facility where the use of the space can be maximised through a co-ordinated approach to service provision. This rationalisation of community facilities offers the opportunity for extensive residential development.
 - c) There may be an opportunity to provide redevelopment of car parks servicing the Leigh Park District Centre. Any redevelopment which involves the loss of car parking spaces is expected to show that the loss of parking will not have a detrimental effect on users of the centre.

Hayling Island Seafront Regeneration

- 5.8 The Council owns a large amount of land along Hayling Island's seafront and so will be actively involved in the regeneration of the area. However with the challenging nature of Local Government finance, the project will need to be cost neutral in terms of capital. As a result, the intention is to develop the seafront in four phases. This will start by redeveloping underused Council owned plots of land in the east. The capital gained from this development will fund the next site and move increasingly west, eventually funding the development of the larger sites of Beachlands and West Beach.
- 5.9 Significant investment will be made in public realm improvements and leisure and attractions to promote increased tourism to the area.
- 5.10 With the exception of West Beach, all of the sites will involve the development of new housing. This is necessary in order to gain development value from the sites to fund the investment in the public realm and visitor facilities at West Beach in particular.
- 5.11 Although redevelopment will not occur on all areas indicated within each regeneration area, each area will involve a council led regeneration development with the aim to promote regeneration of the area as a whole.

Dunsbury Park

- 5.12 Dunsbury Park is identified as a business gateway of local and sub-regional importance located between Havant and Waterlooville, accessible from the A3(M). This strategic employment site will deliver a large number of high quality jobs in close proximity to Leigh Park. The high quality business and industrial park will be delivered in two phases, with a third area of opportunity to the north of Park Lane. The first two phases of the site have the potential to provide a total of 72,000 sqm of high quality industrial and employment floorspace.
- 5.13 Development has already commenced on the site. However, it is anticipated that further commercial development is likely to come forward.

Southleigh

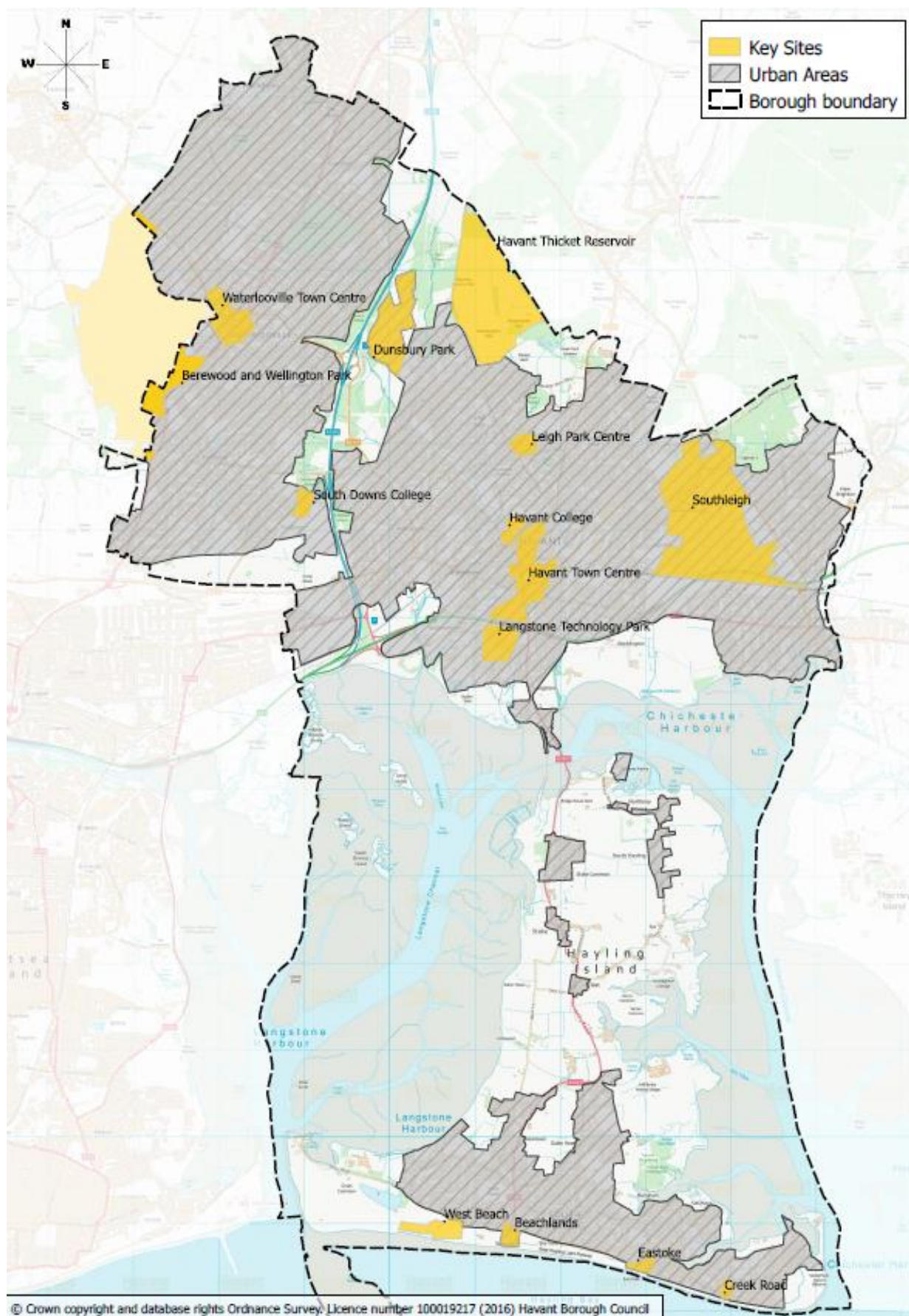
- 5.14 This land has not previously been allocated through a Local Plan. The site was previously referred to as the "Strategic Site" or the "Area between Denvilles and Emsworth" under Guiding Principle 5 of the Local Plan Housing Statement (2016). In keeping with the history of the land as part of the Southleigh Park estate, and in accordance with suggestions received through community consultation, the site will now be referred to as Southleigh.
- 5.15 Identified as capable of providing around 2,100 dwellings, Southleigh is the most significant site allocated in the Draft HBLP 2036. However due to the time to plan, consent and build the scheme, it is considered that only 1,100 new homes can be delivered up to 2036. The remaining 1,000 would be delivered from 2037 onwards.

- 5.16 Southleigh provides the borough with development of a scale that enables it to meet its housing need during the HBLP 2036 period and helps contribute to the need after 2036.

Havant Thicket Reservoir

- 5.17 Havant Thicket Reservoir is a proposed winter water storage facility on the border of Havant Borough and East Hampshire District. It would be a key piece of infrastructure required to meet the demand for increased water supply in the south-east in the future. The reservoir and adjacent greenspace will also have major leisure and recreation potential which complements Staunton Country Park with significant benefits for health and wellbeing.

Map 3: Key Development Sites



6. Conclusion

- 6.1 This analysis reveals that to accommodate the level of housing development anywhere close to the PUSH SHMA level of assessed need for the Borough to 2036, or the higher figure suggested by the Government proposed housing need formula, will require development of sites with acknowledged level 2 constraints as well as the countryside areas between the existing settlements; in particular the proposed new settlement between Havant and Emsworth will be required.
- 6.2 In order to ensure sustainable growth of Havant Borough all development must be considered, not just housing. Limiting factors such as the need to provide a reservoir to serve the whole region, as well as the provision of infrastructure must be considered in the context of housing supply.
- 6.3 This paper provides a basis to demonstrate that no stone has been left unturned in the effort to meet projected housing needs within the borough but recognising the limiting factors that exist. It should be noted that this is an initial high level desk based study which has drawn on information from a range of sources.
- 6.4 The scale of change to the Borough's settlements moving forward is going to be considerable and this can be an emotive topic. However the creation of new neighbourhoods as attractive places to live separated by green infrastructure that provides for recreation and habitat mitigation can ensure that the separate identity of settlements is maintained. There will be opportunity for communities to get involved in planning these neighbourhoods and the Council is committed to being as open and transparent as possible in the preparation of the HBLP 2036 and in considering development proposals. The draft HBLP 2036 therefore presents a significant opportunity for the Council to facilitate this process, bringing together the development industry with the local communities in a positive way to shape the borough for future generations.

Appendix 1

Designation	Description / Notes	NPPF Para Ref	NPPF Requirement	Draft HBLP 2036 Policy Ref
Special Protection Areas (SPA)	Classified under the Wild Birds Directive to conserve and protect our rarest and most threatened species and habitat types on a European scale	14, 118	Presumption in favour of development doesn't apply where require Appropriate Assessment under Birds Directive is required.	E15, E16
Special Areas of Conservation (SAC)	Designated under the Habitats Directive to conserve and protect our rarest and most threatened species and habitat types on a European scale.	14, 118	Presumption in favour of development doesn't apply where require Appropriate Assessment under Birds Directive is required.	E15
Ramsar sites	Wetlands of international importance designated under the Convention on Wetlands of International Importance, especially as Waterfowl Habitat (Ramsar, 1971). In England, Ramsar sites are also notified as SSSIs.	118	Given the same protection as European sites.	E15
Sites of Special Scientific Interest (SSSI)	Natural England can 'notify' or 'designate' a new SSSI if they believe the land's wildlife (habitats and species) or geology is of special interest.	14, 118	Normally refuse development except where benefits outweigh impacts.	E15
Sites of Importance for Nature Conservation (SINC)	Also known as Local Wildlife Sites, these are designated by a SINC Advisory Panel (officers from Natural England, The Hampshire and Isle of Wight Wildlife Trust and Hampshire County Council) due to the presence of an important habitat or notable listed species.			E15
Local Nature Reserve (LNR)	A place with wildlife or geological features that are of special interest locally. LNRs are for both people and wildlife and offer people special opportunities to study nature or simply enjoy it.			E4

Designation	Description / Notes	NPPF Para Ref	NPPF Requirement	Draft HBLP 2036 Policy Ref
Brent Geese / Waders Sites	Feeding and roosting sites that support the internationally important Brent Goose and wading bird populations associated with the SPAs and Ramsar wetlands of the Solent Coast. Functionally important for the integrity of the internationally important sites. Sites have been surveyed and identified in the Solent Waders and Brent Goose Strategy (2010) as sites of 'important' or 'uncertain' value depending on the level and frequency of use. Further survey work has taken place since 2010 to clarify the status of selected sites.			E17
Area of Outstanding Natural Beauty (AONB)	Designated by Natural England for the conservation and enhancement of their natural beauty which includes their flora, fauna, geological and physiographical features.	115	Great weight to conserving landscape and scenic beauty (highest status in landscape terms).	E11
Local Green Spaces	Green areas of particular importance to local communities.	14,76	Identified for special protection in the Local Plan, green areas of particular importance to local communities to rule out new development other than in very special circumstances. Local green spaces can only be designated when a plan is prepared or reviewed and should be capable of enduring beyond the end of the plan period.	E4
Coastal Change Management Area (CCMA)	An area identified in Local Plans as likely to be affected by coastal change i.e. physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion.	17, 94, 99, 156	Take full account of coastal change.	E14
		105	Apply Integrated Coastal Zone Management	
		106	Reduce risk by avoiding inappropriate development in vulnerable areas, identify CCMA – what development is appropriate and make provision for development that needs to be relocated away	
Protected Trees	A Tree Preservation Order is an order made by a local planning authority to protect specific trees, groups of trees or woodlands in the interests of amenity to prohibit their cutting down, topping, lopping, uprooting, wilful damage, wilful destruction without written consent. Developers will be required to protect existing trees to be retained	118	Planning permission should be refused for development resulting in the loss or deterioration of ancient woodland, and of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.	E15

Designation	Description / Notes	NPPF Para Ref	NPPF Requirement	Draft HBLP 2036 Policy Ref
	during site clearance and building operations. If the removal of one or more trees is permitted as part of a development a condition may require that replacement trees be planted on or near the site.			
Heritage Assets	Designated heritage assets i.e. a World Heritage Site, <u>Scheduled Monument</u> , <u>Listed Building</u> , <u>Protected Wreck Site</u> , <u>Registered Park and Garden</u> , <u>Registered Battlefield</u> or <u>Conservation Area</u> designated under the relevant legislation; or heritage assets identified by the local planning authority including local listing (NB Those underlined are present in the borough)	17, 126 & 132	Take into account the significance of the heritage asset and how development may affect it or its setting, giving great weight to the asset's conservation – the more important the greater the weight. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional. And be refused.	E9

Table 16: Designations

Designation	Description / Notes	NPPF Para Ref	NPPF Requirement	Draft HBLP 2036 Policy Ref
Flood Zone	These indicate the probability of river and sea flooding, ignoring the presence of defences. They are shown on the Environment Agency's Flood Map for Planning (Rivers and Sea). NB the EA flood zone maps do not take account of possible impacts of climate change therefore reference should be made to the Strategic Flood Risk Assessment (SFRA). For residential development, institutions and dwellings are appropriate in Zones 1 and 2 and need an Exception Test where Zone 3a; mobile homes are appropriate in Zone 1 but need an Exception Test where Zone 2; other wise development should not be permitted.	100-104	Avoid areas of highest risk i.e. zones 2 and 3 (and zone 1 where the Environment Agency has notified of critical drainage problems). Apply sequential test then exception test if necessary. If not possible for development to be located in areas with lower probability of flooding development needs to provide wider benefits to the community that outweigh the risk and the SFRA needs to demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users.	E12
Water Courses	Natural or artificial channels through which water flows such as rivers, brooks, or underground streams. NB These will be included within the highest risk flood zones.			Some site specific policies
Mineral Resources and Safeguarding	The Mineral Safeguarding Area (MSA) in Hampshire includes sharp sand and gravel, soft sand, silica sand and brick-making clay resources which are safeguarded to avoid needless sterilisation from other non minerals development.	143	Local Plans should: Identify and include policies for extraction of mineral resource of local and national importance. Define Mineral Safeguarding Areas.	Hampshire Minerals & Waste Plan Policy 15
Minerals Infrastructure Safeguarding	Facilities and infrastructure safeguarded in Havant Borough are: HV026 Bedhampton Wharf (aggregate wharf with concrete batching plant). HV017 Farlington Redoubt (aggregate recycling site).	143	Local Plans should safeguard: existing, planned and potential rail heads, rail links to quarries, wharfage and associated storage, existing, planned and potential sites for concrete batching and handling, processing and distribution of recycled and secondary aggregate material.	Hampshire Minerals & Waste Plan Policy 16
Waste Disposal Sites	Facilities and infrastructure in Havant Borough are: HV004 Havant Household Waste Recycling Centre HV010 Hayling Island Household Waste Recycling Centre HV039 Harts Farm Way Waste Transfer Station HV040 Budds Farm Waste Water Treatment Works HV044 Hayling Island End of Life Vehicle site.		National waste planning policy is contained in National Waste Management Plan for England.	Hampshire Minerals & Waste Plan Policy 26 E21

Designation	Description / Notes	NPPF Para Ref	NPPF Requirement	Draft HBLP 2036 Policy Ref
Contaminated or Polluted Land	All investigations of land potentially affected by contamination should be carried out in accordance with established procedures (such as BS10175 (2001) Code of Practice for the Investigation of Potentially Contaminated Sites).	109	Prevent new development from contributing to or being put at unacceptable risk from soil pollution.	E21
Ground Instability	Site investigation information: Includes a risk assessment of land potentially affected by contamination, or ground stability and slope stability reports, as appropriate.	109	Prevent new development from contributing to or being put at unacceptable risk from unstable land.	E21
Archaeology Zones	The Archaeology and Historic Buildings Record (AHBR) is the Historic Environment Record held by Hampshire County Council. It is an index including the known archaeological sites and finds: the records range from monuments, to single finds reported by members of the public. The County Archaeologist has provided an ALERT map which indicates the most sensitive archaeological locations.	128	Where site has potential to include heritage assets with archaeological interest LPA should require developers to submit a desk based or field evaluation. Where assets are demonstrably of equivalent significance to scheduled monuments, these should be considered subject to the policies for designated heritage assets.	E9
Major Consultation Zones	Where consultation is required with the Ministry of Defence or the Health & Safety Executive, e.g. oil refineries, gas holder sites. MoD consultation areas only relate to wind turbines over a certain height. NB In Havant Borough HSE consultation zones relate to gas holders, which are in the urban areas or being removed, and gas pipelines.			
Pipelines	Health & Safety Executive supplies distances from major hazard pipelines and pipeline operator supplies maps of locations.			KS8
				Some site specific policies
Power Lines	The presence of high voltage overhead power lines does not rule out development. There are no restrictions on how close homes can be built to power lines provided that statutory safety clearance distances are maintained. Safety clearances, which apply to underground cables as well, are set out by the National Grid. For overhead lines clearances are based on the distance from the swing of cables of a minimum clearance to avoid a flashover to the object or person			Some site specific policies

Designation	Description / Notes	NPPF Para Ref	NPPF Requirement	Draft HBLP 2036 Policy Ref
Settlement Gaps	NB Settlement gaps have no status within the NPPF and if land for further development is to be found within the borough that is free of more serious constraints then alternative means to ensuring the separate identities of mainland settlements may need to be found if developing within the gaps tends towards coalescence.			AL2
Air quality	The Air Quality Index (AQI) is an indicator of air quality, based on air pollutants that have adverse effects on human health and the environment.	124	Take account of presence of Air Quality Management Areas (AQMAs). NB No AQMAs in borough.	Some site specific policies DM18
Agricultural Land Quality	Grades 1, 2 and 3a = Best and most versatile agricultural land.	112	Use areas of poorer quality in preference to higher quality	E19
Hazardous Risks	Generally covered by flooding, ground stability, pipelines and power lines, and would also include nuclear installations and licensed explosives sites.			

Table 17: Other constraints which may affect viability or timing of development

Appendix 2

1) Set a baseline

Household projections for each local authority area¹⁷ will continue to be used as a starting point. It is proposed that this will be the annual average household growth for Havant Borough from 2016 to 2016:

2026	56,434
2016	52,844
<hr/>	
Difference	3,550

Projected household growth in Havant Borough = 3,550 divided by 10 years = 355

2) Adjust for house prices

Assessing housing need must take account of affordability of new homes. This means adjusting household projections to take account of 'market signals' including house prices in the area as well as incomes based on a 'local affordability ratio'.

2016 workplace-based median house price =	£245,000
2016 work-placed based earnings =	£27,594

Affordability ratio for Havant Borough = £245,000 divided by £27,594 = 8.88 ratio

It is then adjusted according to a proposed formula according to the local affordability ratio:

$$\text{Adjustment factor} = \frac{\text{Local affordability ratio} - 4}{4} \times 0.25 = 0.305$$

Workings

$$0.88 \text{ (affordability ratio for Havant Borough)} - 4 = 4.44$$

$$4.44 \text{ divided by } 4 = 1.22$$

$$1.22 \times 0.25 = 0.305 = \text{Adjustment factor}$$

The overall housing need figure is calculated as follows:

Local Housing Need = (1 + adjustment factor) x projected household growth = 463

Workings

$$1 + 0.305 = 1.305$$

$$1.305 \times 355 \text{ (projected household growth)} = 463$$

¹⁷ 2014-based household projections to 2039

3) Cap to limit increase

In Havant Borough no cap is applicable to the local housing need figure.

