



Havant
BOROUGH COUNCIL

Library Ref: TP01

The Strategy of the Havant Borough Local Plan

(A topic paper supporting the examination)

March 2021

Havant Borough Local Plan



Introduction

1. This paper gives an overview of the development strategy in the Local Plan, providing a narrative of how it evolved. It is intended to aid the Inspectors and interested parties in understanding why the Local Plan puts forward the approach that it does. To do that it signposts to the relevant evidence base, Local Plan sections and relevant statements of common ground with key stakeholders. It does not introduce new information or evidence.
2. This is one of a series of topic papers provided by the Council to support the Local Plan's examination. It is highly recommended that topic papers are read together as the nature of local plans is that topics overlap.

Purpose of this paper

3. Paragraph 20 of the National Planning Policy Framework (NPPF) requires strategic policies to set out an overall strategy for the pattern, scale and quality of development. The purpose of this Topic Paper is therefore to set out how constraints and other policies have informed the overall spatial strategy and distribution of development in the emerging Local Plan.

The need for development

4. The Council's decision to produce a new Local Plan followed the completion of the Partnership for Urban South Hampshire (PUSH)¹ Spatial Position Statement (EB40) in June 2016. The statement does not form part of the statutory development plan for Havant Borough, but it has informed the strategic matters in the Submission version of the Local Plan (CD01). Whilst there is a commitment to review this Strategy², it has provided a framework for development across South Hampshire whilst the plan has been in production. It was prepared at a point in time where the NPPF required the consideration of Housing Market Areas and so looks at housing provision across functional economic geographies, principally focussed around the two cities of Southampton and Portsmouth. Havant was entirely part of the Portsmouth Housing Market Area.
5. A Strategic Housing Market Assessment (SHMA)³ was prepared as part of the evidence base for the Spatial Position Statement. The SHMA indicated an objectively assessed housing need of 450 dwellings per annum (dpa) which was a discernible increase compared with the Havant Borough Local Plan (Core Strategy) housing requirement of 315 dpa. The housing requirement in the latter was adopted in 2011 and was derived from the revoked South East Plan, which pre-dated the 2012 NPPF. As such, there was a clear need for a new Local Plan to be put in place which would meet the full, objectively assessed need for housing (paragraph 47).
6. The Council adopted an innovative approach through the publication of the Local Plan Housing Statement⁴ (CD29). This was a stepping stone in the preparation of the new Local Plan, which was also designed to ensure a continuous supply of housing land while the plan was being prepared. It

¹ It should be noted that the partnership is now The Partnership for South Hampshire (PfSH).

² [SCG09 Partnership for South Hampshire Statement of Common Ground.](#)

³ This should be taken to include both the South Hampshire Strategic Housing Market Assessment (January 2014) and notably that of the Objectively Assessed Needs Update (April 2016):

<https://www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/>

⁴ [The Local Plan Housing Statement \(December 2016\)](#)

identified a series of sites which were considered suitable for 'early release', signalling at an early point that the Council considered them suitable for development and would accept the principle of development if a planning application were submitted. Two of the ten housing sites identified for early release were granted planning permission⁵ under the jurisdiction of the Housing Statement with planning applications or pre-application discussions during the Housing Statement's lifetime. Indeed, the Selangor Avenue site is now approaching completion, negating the need to allocate it in the Local Plan.

7. The Housing Constraints and Supply Analysis (EB39) informed the Housing Statement, and showed that some parts of the Borough would be inherently unsustainable for substantial levels of future development. It also demonstrated that the high housing need meant that the Council could 'leave no stone unturned' in finding sustainable housing sites.
8. Whilst the PUSH SHMA prompted the review of the Local Plan, the Government's standard method has informed the scale of housing need identified by the Submission Local Plan (CD01). The standard method was introduced partway through the plan's production, resulting in the housing need section and Appendix 2 of the Constraints and Supply Analysis (EB39) becoming out of date. This is primarily due to step 1 of the standard method which requires the minimum annual housing need figure to be calculated from the current year.
9. This has resulted in a stepped housing need figure for the first part of the plan period (2016/17-2019/21) with a flat minimum annual housing need figure of 504 dwellings applied across the remaining part of the plan period (2020/21-2036/37). This is set out in detail in the Assessing Housing Need for the Plan Period 2016-2037 Paper (EB46).
10. The following table summarises how the housing need figure has evolved since embarking on the Local Plan review:

Date	Housing Need (dwellings per annum)	Source	Local Plan stage
2016	450	PUSH SHMA	Local Plan Housing Statement (Regulation 18)
2016	398	PUSH Spatial Position Statement	
2017	463	Government consultation proposals ⁶	Draft Local Plan (Regulation 18) and 2019 Pre-Submission Plan (Regulation 19) Plan
2018	479	Standard method	
2019	486	Standard method	

⁵ These were:

- 'Land north of Havant Road and west of Selangor Avenue (APP/16/00774), which was previously proposed for allocation under H9 but which has now been deleted
 - 'Southleigh Park House, Eastleigh Road, Havant PO9 2PE' (APP/17/00863) which has not yet commenced and so is allocated by H23.

⁶ Department for Communities and Local Government. [Planning for the right homes in the right places: consultation proposals](#). September 2017.

2020	504	Standard method figure used 2020/21-2036/37.	2020 Pre-Submission (Regulation Plan)
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11. The 2019 Pre-Submission Plan erroneously continued to use a housing need figure of 463 dpa, where a figure of 479 dpa should have been used. Changes to the housing need figure were included in the 2020 Pre-Submission Plan consultation (CD08) to bring it into line with the current housing need of 504 dpa.
12. The Council had been due to submit its Regulation 19 Local Plan (CD09) in the Autumn of 2019. However, due to the need to respond to the Dutch case and ensure that all new development can be nutrient neutral there was a near 18-month delay to the submission of the Plan.
13. Perhaps most significantly, as a consequence of the delay in submitting the Plan, there has been a need to extend the plan period to 2037 to provide a 15 year time horizon from adoption (NPPF, paragraph 22). Hence there has been a consequent renaming of the plan to the Havant Borough Local plan (HBLP) to remove the reference to a 2036 end date. It also has implications for the calculation of housing need, and buffer available over and above objectively assessed need which represents a minimum.
14. The 2019 Pre-Submission Plan (CD09) identified a buffer of 971 homes, equivalent to 10% of the overall housing need at the time (9,260 between 2016-2036). At this stage, it was envisaged that it could be possible for Havant borough to contribute towards Portsmouth City's unmet housing need and Statements of Common Ground to this effect were signed both with Portsmouth City Council and the PfSH authorities. However, the need to extend the plan period to 2037 and the incremental increase in housing need has substantially reduced the buffer available.
15. Table 2 of the 2020 Pre-Submission Plan (CD08) indicates there is a buffer of 340 homes, equivalent to 3.2% of the overall housing need (10,433 between 2016-2037). As such, it is considered likely that the reduced buffer could only provide flexibility to adapt to rapid change (NPPF, paragraph 11), and it would be unlikely that it could contribute to unmet need. This position is set out in the Council's updated Statements of Common Ground with Portsmouth City Council (SCG04) and the PfSH Authorities (SCG05).
16. Whilst the Council recognises the buffer included in the 2020 Pre-Submission Plan is relatively modest, it reflects the fact there is a need to plan for an additional years' worth of housing need (in 2036/37). Furthermore, the Council has gone to great lengths to 'leave no stone unturned' in identifying sites which are suitable for housing delivery. Further detail regarding this is provided in the Sites topic paper. Where it has been possible overcome constraints, sites have been allocated for development. As a result, the Submission Local Plan demonstrates that the Council is able to address its housing need in full.

Need and supply of employment land and infrastructure facilities

17. There is also a clear need to ensure the objectively assessed needs for infrastructure and jobs are met, being essential to support housing delivery and the creation of sustainable communities. For example, in order to provide a sufficient water supply across south east England, there is a proposed reservoir at Havant Thicket (Policy KP7, Library Ref: CD01) which is safeguarded from residential development.

Housing distribution

18. Havant Borough is a relatively small and predominantly urban Borough with nearly 50km of internationally protected coastline. The environmental designations within the Borough are such that there is only a finite amount of undeveloped land. The Council has therefore had to consider what scale of development can be sustainably accommodated throughout the plan's production.
19. The PfSH Spatial Position Statement set out a proportionately reduced housing figure (398 dpa) compared to housing need (450 dpa) for Havant recognising the extent of environmental constraints affecting the borough. This was based on extensive analysis of relevant constraints agreed through multiple meetings of planning officers, chief executives and elected representatives. This was informed by the first iteration of the Council's Housing Constraints and Supply Analysis which mapped the environmental constraints which range from international to local designations.
20. In the early stages, it was anticipated that the Borough would not be able to address its objectively assessed housing need. Indeed, the Local Plan Housing Statement identified a need to find sites of 1,733 homes after the 'early release' sites.
21. The Council has continued to fully test the housing need within the constraints that exist throughout the plan's preparation. The 2020 Pre-Submission Plan (CD08) demonstrates that it is able to meet its objectively assessed housing need in full. This is despite the increase in housing need from 450 dpa to 504 dpa since embarking on the Local Plan review.
22. The Council's Housing Constraints and Supply Analysis (EB39) considers the status of constraints from international and local designations and identifies where future growth and development of the Borough could take place. It also considered additional constraints such as the capacity of existing infrastructure to meet the needs of development, and specifically the strategic infrastructure issues which could potentially constrain the capacity of Hayling Island to accommodate further development.
23. The geographical and environmental constraints which affect the Borough also mean that it is important that development is provided in a sustainable way that makes the best use of this finite resource. Regeneration is a central theme in the Plan accordingly, recognising that brownfield regeneration in the Borough's town centres is key to investment and meeting the need for new housing. This reflects the NPPF's emphasis on the need to optimise the use of land where there is a shortage of land for meeting identified housing needs (paragraph 123).
24. The Council's Residential Density Analysis (EB41) identifies the most sustainable locations in the Borough and recommends minimum density standards according to the accessibility of locations within the Borough. This includes setting a minimum density standard of 40 dwellings per hectare in the more suburban parts of the Borough (outside of town and district centres), recognising that the need to optimise the use of land within the settlement boundary. The density standards are reflected in Policy H3 of the Submission Local Plan (CD01).
25. The strategy and addressing housing need also hinges on maximising housing delivery and high densities in Havant and Waterlooville Town Centres. Due to multiple landownership and development costs, they are inherently more difficult to deliver than greenfield sites. However, the Regeneration Strategy (EB34) demonstrates that the Council will take an interventionist approach to achieving development on these sites. This will include the use of compulsory purchase powers where appropriate and necessary. The Council is committed to working with funding partners, such as Homes England, together with development partners to bring forward sites. This is reflected in the Council's housing trajectory (appendix 1), which anticipates the delivery of large scale housing delivery in these locations beyond the first five years of the plan period.

26. However, the high level of housing need cannot be met by brownfield sites and the Borough's town centres alone. As such, the Plan identifies various urban extension sites for housing delivery to ensure this need is addressed. A number of these have attracted significant controversy (see Sites Topic Paper).
27. Nonetheless, there is a finite amount of undeveloped land for greenfield development outside of the settlement boundary. As such the Council has gone to great lengths to ensure that planning constraints affecting development have been fully explored, and to identify necessary mitigation measures to enable sustainable housing delivery. As such, every site which has been considered suitable for development has been allocated. This is set out in detail in the Sites Topic Paper.
28. The Council has looked to unlock sites through the provision of effective mitigation to overcome constraints. The most appropriate example of this is the extensive analysis of the impact of development on Hayling Island on the transport network. The 2019 Hayling Island Transport Assessment (EB03) and subsequent addendum (EB04) finds that the Plan's proposals for development can be accommodated subject to mitigation measures. Housing allocations on Hayling Island are reaffirmed in the Regulation 19 iterations of the Local Plan accordingly.
29. Appendix 1 sets out the trajectory of how the Council's Strategy in the Local Plan would be delivered. There are challenges remaining from past underdelivery, principally as a result of the fallout of the Dutch Case (this is explored in more detail in paper TP03) together with the COVID 19 pandemic. Nonetheless, putting in place the Local Plan Housing Statement brought forward initial work on several urban extension sites, such that they can meaningfully contribute to the initial delivery of the local plan. The various Regeneration Sites that the Council is promoting have longer lead in times due to their complexity. Nonetheless, they are able to make a strong contribution to housing supply in the medium and long term.
30. Beyond urban extension sites, the greatest opportunity for large scale housing development in Havant Borough exists at Southleigh which has the potential to deliver 2,100 new dwellings. However, due to the complexity of infrastructure requirements and the rate at which housing could be delivered on the site (depending on the number of outlets), the Council's Housing Trajectory (Appendix 1) shows that 1,200 dwellings will be delivered by 2037, with the remaining 900 dwellings anticipated to be delivered beyond the end of the Plan period.
31. Finally, with the largely suburban nature of the Borough, there has been a consistent contribution of housing supply from small scale infill windfall schemes. This has been explored in more detail in the Windfall and Unidentified Housing Development Analysis and Justification Paper (EB45). The paper evidences the Council's assumptions about a realistic rate of future windfall development. This has not been added to the first five years of delivery in line with the NPPF's proposed approach.

The quality of new housing

32. Policy H1 (High quality new homes) of the Submission Local Plan (CD01) includes various policy requirements which developers will be expected to provide in the delivery of new homes. None of these are included within the adopted development plan for the Borough.
33. The Council considers that as a general principal, new development should not merely meet the need for housing but create sustainable places. However it is critical that the housing which is provided meets the health and wellbeing needs of the Borough's residents and is high quality development which will stand the test of time.
34. The need for the measures below has been evidenced through the Specialist Housing Analysis (EB38) and shown to be viable through the Local Plan and CIL viability study (EB48).

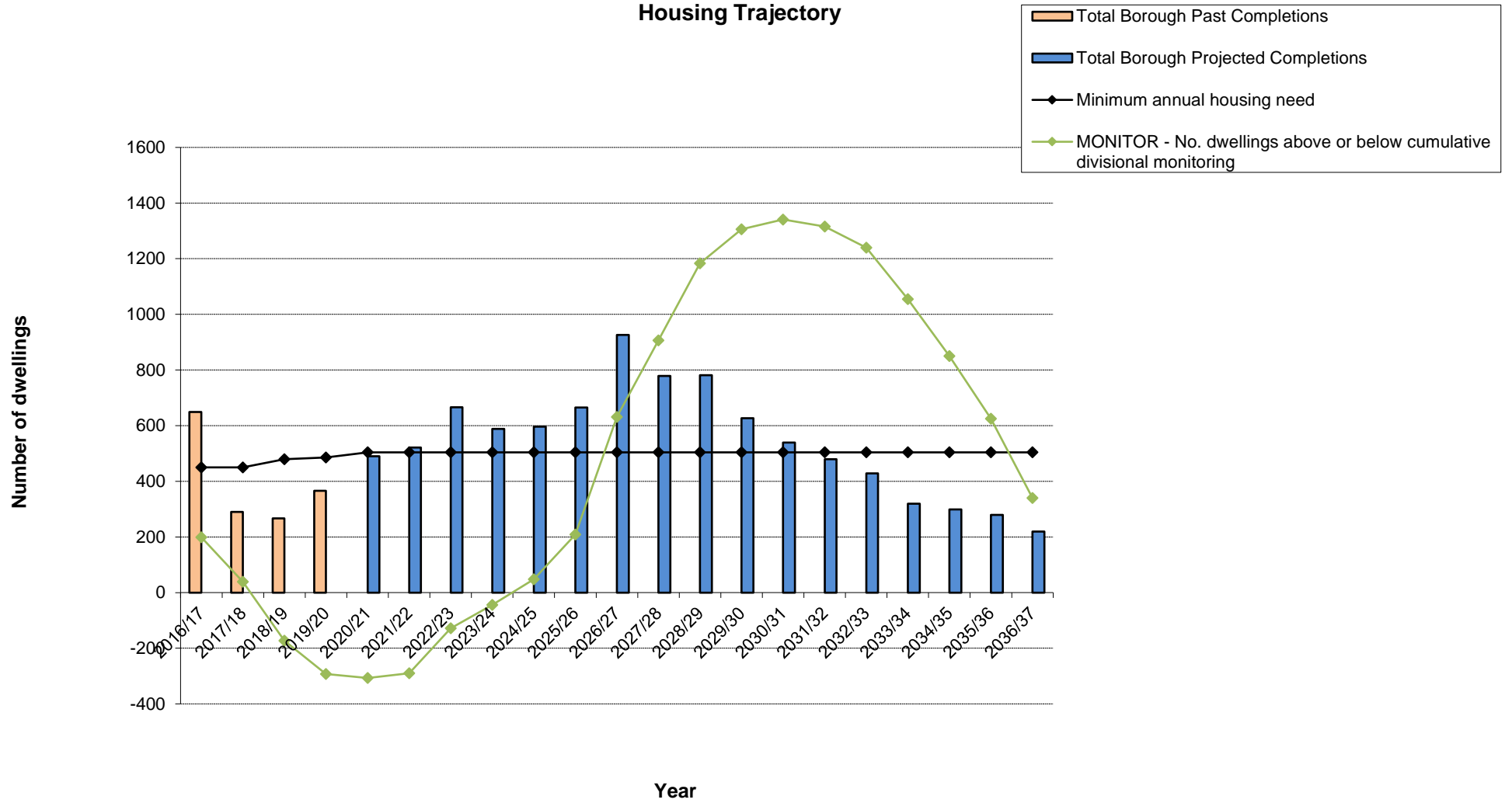
35. These are summarised in the table below.

Policy H1 Requirement	Comments	Evidence Base
Criterion a. Internal space standards (all new residential development)	Achieved by meeting the nationally described space standard, or any subsequent nationally described space standard	Specialist Housing Analysis (EB38)
Criterion b. Outdoor amenity space (all new residential development)	On a case by case basis in houses, and a minimum of 1.5 sq. m or 1 sq. m of communal space in flatted developments	Healthy Borough Assessment (EB25)
Criterion c. Enhanced accessibility and adaptability standards (30% on schemes of 10 houses gross or more)	Achieved by meeting M4(2) of the Building Regulations	Specialist Housing Analysis (EB38)
Criterion d. Wheelchair accessibility standards (2% on schemes of 50 dwellings gross or more)	Achieved by meeting M4(3) of the Building Regulations	Specialist Housing Analysis (EB38)

Appendix 1: Housing Trajectory

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	TOTAL
Total Borough Past Completions	649	290	267	366	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1572
Total Borough Projected Completions					490	521	666	588	596	665	926	779	781	627	539	479	428	319	299	279	219	9201
Cumulative Completions	649	939	1206	1572	2062	2583	3249	3837	4433	5098	6024	6803	7584	8211	8750	9229	9657	9976	10275	10554	10773	10773
Minimum annual housing need	450	450	479	486	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	504	10433
Cumulative housing requirement	450	900	1379	1865	2369	2873	3377	3881	4385	4889	5393	5897	6401	6905	7409	7913	8417	8921	9425	9929	10433	340
MONITOR - No. dwellings above or below cumulative divisional monitoring	199	39	-173	-293	-307	-290	-128	-44	48	209	631	906	1183	1306	1341	1316	1240	1055	850	625	340	

Housing Trajectory



HBLP Ref and Permission Ref	Site Name	Site Status	Total	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
Emsworth																				
H9 (16/0774)	Land at Selangor Avenue	Permission	146	28	50	50	18													
Perm (16/00921)	Dolphin Quay, Queen Street	Permission	6	6																
Various	Small sites (less than 5 dwellings)	Permission	37	37																
H8	Land north of Long Copse Lane	Allocation	260				20	50	50	50	50	40								
H10 (19/01226)	West of Coldharbour Farm	Application (Under Construction)	44			22	22													
H11	Gas Site, North Street	Allocation	25							25										
H13	Land at Fowley Cottage, Warblington Close	Allocation	20							20										
HX	Land rear of 15-27 Horndean Road	Application (resolution)	16			16														
	Windfall Development		132						11	11	11	11	11	11	11	11	11	11	11	11
		TOTAL	686	71	50	88	60	50	61	106	61	51	11	11	11	11	11	11	11	11
Havant and Bedhampton																				
H14 (18/00450)	Forty Acres	Permission	320		30	50	50	50	50	50	40									
H14 (18/00450)	Forty Acres (66 bed care home)	Permission	37					37												
H16 (15/01435)	Land South of Bartons Road	Permission	147	55	55	37														
(15/00303)	Former Oak Park School	Permission	99				48	51												
H23 (17/00863)	Southleigh Park House	Permission	90			10	40	40												
H21 (15/01425 varies)	Wessex Site	Permission	41		41															
Perm (18/00530)	North street arcade, 1-3 north street	Permission	21		21															
Perm (13/01236)	44-54 West Street	Permission	14			14														
H26 (17/00695)	9 East Street	Permission	10			10														
Perm (18/00897)	15 Langstone Road	Permission	8	8																
Perm (19/00156)	Eastleigh House (Conversion)	Permission	6	6																
Perm (17/01088)	The White Hart, 1 East Street	Permission	5	5																
Perm (17/00694)	11 East Street	Permission	6	6																
Perm (17/0601)	5-7 East Street	Permission	9	9																
Perm (17/00230)	42 Bedhampton Hill (8 bed C2)	Permission	4	4																
Various	Small sites (less than 5 dwellings)	Permission	37	37																
H18 (19/0007)	Campfield, Bartons Road	Application (resolution)	72				30	42												

HBLP Ref and Permission Ref	Site Name	Site Status	Total	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
H15 (18/01033)	Land east of castle avenue	Application (Under construction)	255		24	45			36	50	50	50								
H17	Portsmouth Water HQ (existing HQ on West Street)	Allocation	135							35	50	50								
H19	Havant Garden Centre, Bartons Road	Allocation	85									42	43							
H20 (19/00427)	Land South of Lower Road	Allocation	50				25	25												
H22	Littlepark House, Bedhampton	Allocation	50						25	25										
H24	Land at Palk Road	Allocation	15								15									
H25	Helmsley House	Allocation	15								15									
KP1	Havant Town Centre	Area of Search	729						50	100	100	100	100	100	100	79				
KP8	Havant College (H&SDC)	Allocation	65			65														
	Windfall Development		180						15	15	15	15	15	15	15	15	15	15	15	15
		TOTAL	2459	130	171	231	193	289	176	275	285	257	158	115	115	94	15	15	15	15
Hayling Island																				
Perm (17/00529)	380 Sea Front	Permission	13			13														
Perm (19/00722)	Ward Court 65 Sea Front	Permission	5	5																
Perm (13/00317)	Yacht Haven Development Site, Copse Lane	Permission	6	6																
PA (17/01042)	The Rotunda, Northney Marina	Prior Approval	21	21																
Perm (19/00324)	5-7 Station Road	Permission	19	19																
Various	Small Sites Permission	Permission	48	48																
H27	Rook Farm	Allocation	390						20	50	50	50	50	50	50	50	20			
H28	Fathoms Reach	Allocation	55				30	25												
H29 (18/00724)	Land North of Sinah Lane	Application (Appeal against non-determination)	195		30	50	50	50	15											
H31 (18/01297)	Manor Nurseries	Application (Under Construction)	9		9															
H32	Pullingers	Permission	43		43															
H33	R/O 13-21 Mengham Road	Allocation	7							7										
KP3	Beachlands	Allocation	100				50	50												
UE49	Northney Marina	Allocation	40						20	20										
KP3	The Nab Car Park (Southwood Road)	Allocation	35						35											
KP3	Eastoke Corner (north)	Allocation	20								20									
	Windfall Development		192						16	16	16	16	16	16	16	16	16	16	16	16
		TOTAL	1198	99	82	63	130	125	106	96	86	66	66	66	66	66	36	16	16	16
Leigh Park																				
H35 (18/00244)	Colt Site, New Lane	Permission	100		50	50														

HBLP Ref and Permission Ref	Site Name	Site Status	Total	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
Perm (19/00060)	71 Forestside Avenue	Permission	5	5																
18/011009	Former Dairy Crest site, Dunsbury Way	Application (Under consideration)	74		35	39														
Various	Small sites (less than 5 dwellings)	Permission	23	23																
H34	Cabbagefield Row	Allocation	155				50	50	55											
H38	Riders Lane Allotments	Allocation	70									40	30							
H36	SSE office site, Bartons Road	Allocation	80							40	40									
H39	Strouden Court	Allocation	55			30	25													
H37	Dunsbury Way (land at former Procter and Gamble site)	Allocation	15							15										
L138	Leigh Park Centre	Area of Search	75							20	20	20	15							
	Windfall Development		132						11	11	11	11	11	11	11	11	11	11	11	11
		Totals	784	28	85	119	75	50	66	86	71	71	56	11	11	11	11	11	11	11
Waterlooville																				
H41 (13/00804)	Woodcroft Farm	Permission	252	60	60	60	40	32												
Perm (10/00828)	MDA Newlands Phase 1 Hambledon Road	Permission	210								30	50	50	50	30					
H45 (15/01235)	Woodcroft Primary School	Permission	43	20	23															
Perm (16/00963)	81C The Clockhouse, London Road	Permission	30	30																
Perm (19/00394)	157 Milton Road, Cowplain	Permission	9	9																
PA (19/00533)	Fernwood House, 45-47 London Road	Prior approval	8	8																
Various	Small sites (less than 5 dwellings)	Permission	35	35																
H44 (19/00224)	Padnell Grange	Application (Under consideration)	80			40	40													
H40	Campdown	Application (Under consideration)	650			20	50	50	50	50	50	50	50	50	50	50	50	50	30	
H43	Goodwillies Timber Yard	Allocation	120									40	40	40						
KP8	Former South Downs College Car park	Allocation	95		50	45														
H42	Blue Star	Allocation	90						40	50										
H46	Land at Waterlooville Golf Club (Land off Anvil Close)	Allocation	45							45										
H47	Land North of High Bank Avenue	Allocation	25							25										
TC2	Waterlooville Town Centre	Area of Search	540						20	50	50	50	50	50	50	50	50	50	50	20
	Windfall Development		552						46	46	46	46	46	46	46	46	46	46	46	46
		Totals	2784	162	133	165	130	82	156	266	176	236	236	236	176	146	146	146	126	66
Strategic Site																				

HBLP Ref and Permission Ref	Site Name	Site Status	Total	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
KP5	Southleigh Strategic Site	Allocation	1200						100	100	100	100	100	100	100	100	100	100	100	100
		Totals	1200	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100
		Totals	9201	490	521	666	588	596	665	926	779	781	627	539	479	428	319	299	279	219
								2,861					3,778					2,064		9,201

