

CABINET24 June 2004HAMPSHIRE HOUSING SUPPLY ACTION PLAN 2004 &
EMERGING SOUTH HAMPSHIRE SUB-REGIONAL STRATEGY
REPORT OF DIRECTOR OF DEVELOPMENT SERVICESContact Officer: Steve Opacic Tel No: 01962 848101RECENT REFERENCES:

WDLP47 – Housing Requirements and Issues (WDLP Cttee 8 April 2004, Cabinet 21 April 2004)

EXECUTIVE SUMMARY:

Report WDLP47 was considered by Cabinet on 21st April 2004 and highlighted the increasing importance being placed on the delivery of housing targets and the general need to increase levels of housing provision. Cabinet endorsed the local authority actions contained in the draft Action Plan prepared by City Council and GOSE officers.

The report referred to the agreement between the Strategic Planning Authorities and the Planning Minister, Keith Hill, that a similar Action Plan should be prepared for Hampshire within a month. The Strategic Planning Authorities have now agreed this Action Plan, and the Hampshire Districts are being asked to endorse it. The Plan is attached at Appendix 1. This report recommends that Cabinet endorses the Action Plan, subject to a number of provisos.

Work has also been progressing rapidly on the 'Eastern Dorset, South Hampshire and Isle of Wight Sub-Regional Study'. Work is now proceeding to develop a South Hampshire Sub Regional Strategy, which will be submitted to the South East Regional Assembly (SEERA) as the local authorities' recommended strategy for southern Hampshire. Whilst the City Council is represented on the Steering Group that has led the Sub Regional Study, there are concerns about some of the views being formed and it is recommended that the City Council should comment to SEERA, as an input to its 'Spring Debates' consultation exercise. This report provides the background and sets out a recommended response. Officer have submitted this response as 'holding' comments, following consultation with the Portfolio Holder for Environment, Economy and Development, in order to meet SEERA's deadline of 28th May 2004.

RECOMMENDATIONS:

- 1 That Cabinet endorses the relevant actions contained in the Hampshire Housing Supply Action Plan 2004 (see Appendix 1), subject to the comments at paragraph 2.1 of this report.
- 2 That the City Council seeks an active involvement at officer and Member level in the development of the sub-regional strategy, including through membership of the Partnership for Urban South Hampshire (PUSH) and other relevant groups.
- 3 That Cabinet endorses the comments submitted to SEERA setting out the Council's concerns about the possible direction of the South Hampshire Sub-Regional Strategy, as set out at paragraph 3.6 of this report.

CABINET

24 June 2004

HAMPSHIRE HOUSING SUPPLY ACTION PLAN 2004 &

EMERGING SOUTH HAMPSHIRE SUB-REGIONAL STRATEGY

DETAIL:

1 Background

- 1.1 Report WDLP47 (21st April Cabinet) noted that various events and publications had focussed on concerns about the failure to deliver adequate housing. The 'Barker Review' demonstrates the nature of the problem and makes a large number of recommendations to Government. Cabinet endorsed an Action Plan produced by officers of the City Council and the Government Office for the South East (GOSE). It also agreed that, despite the changing background, officers should continue to present a robust case on housing land supply to the forthcoming Local Plan Inquiry.
- 1.2 It was also reported that, following a meeting between the Planning Minister and the Leaders of the Strategic Planning Authorities, the Strategic Planning Joint Advisory Panel (JAP) had agreed to produce an Action Plan for Hampshire to address housing supply issues. This has now been produced and the Strategic Planning Authorities are asking Hampshire Districts to sign up to the Action Plan (attached at Appendix 1).
- 1.3 This report also updates Members on the 'Eastern Dorset, South Hampshire and Isle of Wight Sub Regional Study'. This has been produced at the request of SEERA to consider whether a sub-regional strategy is needed, what the role of the area should be, how much growth it should accommodate and the area that should be covered. The Study has been steered by a Steering Group consisting of one Member from each of the 17 local authorities involved, stretching from Poole in the west to Havant in the east (including Winchester City Council). The Steering Group also included representatives of the South East and South West Regional Assemblies, economic partners and social partners.
- 1.4 The Study was finalised at the Steering Group on 28th April. The Study, and the direction of the sub-regional strategy that will be derived from it, were also the subject of discussion at one of SEERA's 'Spring Debates', held at Portsmouth Guildhall on 7th May. This report highlights some of the issues raised, some of which are of potential concern to the City Council, and recommends that the City Council makes comments to SEERA.

2 The Hampshire Housing Supply Action Plan 2004

- 2.1 The Strategic Planning Authorities, following the last JAP meeting promised this Action Plan to the Planning Minister, Keith Hill. As it covers the whole of Hampshire, it is at a more general level than the Winchester Action Plan. The actions are divided into 'outcome actions', which are aimed at increasing housing supply, and 'process actions' concerning forecasting and monitoring. Officers consider the majority of actions to be sensible and that the Action Plan should be agreed. The following actions are, however, worthy of comment:

- OA3 – This action is rather complex and difficult to interpret, but aims to ensure that Districts' forward estimates of housing provisions are not over-optimistic. It suggests that 3-year estimates should not exceed the number of dwellings that already have planning permission (or a resolution to grant permission);
- OA5 – This seeks a resolution to grant permission for the West of Waterlooville MDA in anticipation of a favourable Local Plan Inquiry Inspector's Report. The date suggested by the Action Plan is December 2004, which may be before the City Council is in a position to determine a future planning application for Waterlooville and would be in advance of the Inspector's Report. Whether it is considered to be appropriate for the Council to resolve to approve the application within this timescale will depend, amongst other things, on how many Local Plan issues remain unresolved. Also, it is important to avoid the impression that any decision is being pre-judged, given the need to demonstrate probity, and the fact that the application (which has not yet been submitted) may prove not to be acceptable. It is suggested that these issues need to be highlighted to the Strategic Planning Authorities;
- PA10 – This action reflects the Government Office's desire to see some 'automatic' triggers for the reserve housing provision to be released, if necessary. Clearly if housing supply (over the Structure Plan period) is expected to be below the RPG requirement, consideration will need to be given to releasing reserve provision. However, the suggestion that reserve provision should be released if supply is 5% in excess of the RPG requirements does not appear justified. Furthermore, the threat of a release if there is a 'significant failure' to meet actions OA1-OA10 is a concern, as many of these actions are not fully in the control of either the strategic or local planning authorities. For example, planning permissions can only be granted if acceptable applications are made, Local Plan Inspector's reports may be delayed, and performance on determining major planning applications can be variable.

3.2 It is, therefore, recommended that the City Council points out the concerns on actions OA5 and PA10 but that, subject to these matters, it endorses the Action Plan.

3 Eastern Dorset, South Hampshire and Isle of Wight Sub Regional Study

3.1 The 'Eastern Dorset, South Hampshire and Isle of Wight Sub Regional Study' has been produced at the request of SEERA to consider the following questions:

- is a sub-regional strategy needed?
- what role should the area have?
- how much growth should it accommodate?
- What is the area that should be covered?

3.2 The Steering Group (consisting of one Member from each of the 17 local authorities involved, including Winchester City Council) has guided the production of the Study. The Study, as agreed by the Steering Group, is attached at Appendix 2. The Study considers options for the sub-region, rather than promoting a particular strategy. Some of the questions posed by the Study were considered at a 'Spring Debate' initiated by SEERA in Portsmouth on 7th May to consider issues relating to the sub-region. This was one of a series of such events being held around the region.

- 3.3 Annex 1 to the Study is a statement by the Partnership for Urban South Hampshire (“PUSH”), which consists of the 6 urban South Hampshire Authorities plus Hampshire County Council. This welcomes further growth of the sub-region and supports the designation of South Hampshire as a ‘Strategic Development Area’. The main Study (at Table 1, page 21) helps to illustrate the potential development implications of such a strategy, which could result in a 40% increase in current levels of growth. This would lead to a greenfield housing requirement of 50,000 dwellings (1,250 hectares) by 2026 and 700 hectares of employment floorspace (for comparison, the West of Waterlooville ‘baseline’ MDA is 2,000 dwellings and 30 hectares of employment).
- 3.4 It is the combination of the ‘PUSH’ group’s support for Strategic Development Area status and the illustration of what this may mean in development terms, that was of concern to the City Council’s representatives on the Steering Group. The Study makes it clear (Table 1, page 21) that, whatever level of growth is adopted, the sub-region’s ‘urban capacity’ is only about 40,000 dwellings (rising to 45,000 with increased ‘urban intensification’). Even assuming ‘only’ current levels of growth this will require some 23,000 dwellings on greenfield sites. The concern is that the urban South Hampshire Authorities appear to be promoting a strategy of growth when they do not have the capacity in their areas to accommodate it (or even to accommodate the ‘status quo’). The higher the level of growth, the more greenfield land will be needed. There is only limited scope for greenfield development in most of the urban South Hampshire Districts, which will result in growth being diverted to peripheral Districts such as Winchester, Test Valley and East Hampshire.
- 3.5 The PUSH statement has been developed without the involvement of the ‘peripheral’ authorities, despite the fact that much of the associated development may be in these rural areas. The above concerns have been raised by officers and Members at the Steering Group and at the ‘Spring Debate’ on 7th May, with some success. The authorities need to continue to press for full involvement in setting the strategy for the sub-region and to seek increased involvement in the process. In this respect, officers have volunteered to become involved in the further work identified in the Study (paragraph 10.2).
- 3.6 The SEERA Spring Debates provide an opportunity for the City Council to make representations on the emerging Study and how it believes SEERA should respond to the work. The following comments were submitted to SEERA by officers (in order to meet the deadline for comments of 28th May) as part of this process:
- The City Council supports the need for a sub-regional strategy and the proposed area of coverage for it, as set out in paragraph 9.9 (iv) of the Eastern Dorset, South Hampshire and Isle of Wight Sub-Regional Study;
 - Table 1 of the Study shows that even maintaining currently planned levels of growth will require about 23,000 dwellings on greenfield sites, many of which will need to be in the rural areas surrounding the urban core of South Hampshire. Increasing the level of growth leads to a direct increase in the amount and proportion of development on greenfield sites and is likely to require growth in locations which are increasingly unsustainable and remote from urban South Hampshire. The highest level of growth illustrated in Table 1 would result in well over 50% of housing being on greenfield sites, leading such a strategy to conflict with

the aim of achieving at least 60% of housing development on Previously Developed Land (PPG3, RPG9, etc);

- The statement by the Partnership for Urban South Hampshire (PUSH), appended to the Study, should not be taken as being representative of the Steering Group, or the City Council, which has not agreed to the designation of the sub-region as a "Strategic Development Area", or the levels of growth this implies. The level of growth for the sub-region should balance the benefits of economic growth with the implications of such a strategy in terms of sustainability, use of resources, environmental impact and the likelihood of necessary infrastructure provision;
- The sub-regional strategy should phase any planned growth so that it is clearly contingent on the economic growth, which it is intended to support and the necessary infrastructure being committed. There should not be an open ended commitment to growth for its own sake – it should be led by the economic and environmental capacity and needs of the sub-region and be phased accordingly.

3.7 It is recommended that Cabinet endorses the comments above, which have been submitted as 'holding' comments by officers.

4 Conclusion

4.1 It is recommended that the comments on the Hampshire Housing Action Plan 2004 be supported. It is also recommended that the City Council seeks an active involvement at officer and Member level in the development of the sub-regional strategy, and that the comments submitted by officers to SEERA on the Eastern Dorset, South Hampshire and Isle of Wight Sub-Regional Study be endorsed.

OTHER CONSIDERATIONS:

5 CORPORATE STRATEGY (RELEVANCE TO):

5.1 Homes and Environment: to provide affordable homes in safe and pleasant environments for all sectors of our community we will:...

- make best use of Council owned land and use our planning policies to secure sufficient land and funding to provide, in partnership, a full range of high quality homes for rental or ownership to meet the needs of our residents....

6 RESOURCE IMPLICATIONS:

6.1 Within current resources at present.

BACKGROUND DOCUMENTS:

None.

APPENDICES:

Appendix 1 – Hampshire Housing Supply Action Plan 2004.

Appendix 2 - Eastern Dorset, South Hampshire and Isle of Wight Sub-Regional Study



Hampshire Housing Supply Action Plan 2004

At the Strategic Planning Joint Advisory Panel meeting on 10 March 2004 the Hampshire authorities agreed to produce an action plan setting out the steps to be taken over the next year to raise housing supply and instil greater confidence in future forecasts of that supply. The Plan has been prepared in conjunction with the Government Office and is split into two types of actions – outcomes and processes:

- *Outcome actions* are those which directly affect the housing supply;
- *Process actions* analyse the accuracy of forecasts, refine monitoring assumptions and are intended to create greater confidence in the estimates of future supply to be used in the next Policy H4 Monitoring Paper

Success against the targets set out as outcome actions will be reported to the Strategic Authorities' Joint Advisory Panel (JAP) meeting in Spring 2005 and will, along with the conclusions arising from the Policy H4 Monitoring Paper 2005, help inform JAPs deliberations on whether a release of the reserve is required. The Outcome Actions are weighted and if the Hampshire authorities fall short on actions OA1 – OA10, this (in tandem with the conclusions of the Monitoring Paper), is likely to lead officers to recommend to Members that a release of reserve housing would be necessary. If a release was not made under these circumstances, Members would be placing themselves in conflict with the Minister of State for Planning and Housing.

The Action Plan has an end date of 31 March 2005. It is likely that the action plan will need to be revised and rolled forward early next year in response to progress on outcomes and the results of the Policy H4 Monitoring Paper 2005.

Outcome Actions

	Action	By	Date	Target
OA1	Increase county-wide supply of outline and full planning permissions	Local planning authorities	30 September 2004 (and updated for March 2005)	County-wide supply of outline and full planning permissions raised to 3.5 years (adjusted RPG requirement) as an interim step to achieving a 5 year supply by March 2006
OA2	Increase county-wide supply full planning permissions.	Local planning authorities	30 September 2004 (and updated for March 2005)	County-wide supply of full planning permissions raised to 2.5 years (adjusted RPG requirement) as an interim step to achieving a 3 year supply by March 2006
OA3	Ensure that district estimates of total supply April 2004 – March 2007 are not higher than the number of dwellings approved by LPA.	Strategic and local planning authorities	30 September 2004 (and updated for March 2005)	Estimated supply must equal or be less than number of dwellings approved (including those subject to Sect 106 agreements and Gov't referrals). At least two thirds of approved dwellings should be full details.
OA4	Keep to local plan/development document timetable. (see also OA15)	Local planning authorities/GOSE/PINS	For timetable see Appendix 1 & 2	No slippage in local plan/development document timetable
OA5	Resolution to grant outline consent for the whole of the allocated MDAs at West of Waterlooville and Andover subject to appropriate agreements, receipt of a favourable report from Local Plan Inquiry Inspector and in accordance with an agreed masterplan.	Winchester City Council, Havant Borough Council and Test Valley Borough Council	31 December 2004	Action implemented.
OA6	Outline planning permission granted for the whole of the major development at	Basingstoke and Deane Borough Council and Rushmoor Borough Council	31 December 2004	Action implemented.

	North Basingstoke (Popley and Popley Fields) and Aldershot Sustainable Urban Extension			
OA7	Resolution to grant outline consent for housing sites in the 2 nd deposit local plan that have been supported by an Inquiry Inspector and are needed to meet housing supply requirements, subject to appropriate agreements. Note: this action excludes reserve allocations - their release will be made in accordance Structure Plan policy.	Local planning authorities	31 December 2004	Resolution made.
OA8	Notification to owners/ developers of sites affected by resolution in OA7.	Local planning authorities who have received Inspectors Report	Within 3 months of publication of Report	Notification sent to affected landowners and developers advising them of resolution and inviting planning applications that comply with policy in PPG3 on location, density, mix and provision of affordable housing.
OA9	Implement actions in district specific Action Plans already agreed or updated between districts and GOSE for 2004	Basingstoke, East Hampshire, Eastleigh, Hart and Winchester Councils and GOSE	31 December 2004	Actions implemented.
OA10	Improve performance on all major planning applications to meet ODPM PSA target	Local planning authorities	31 December 2004	(i) DC performance for most recent quarter meets target of 60% within 13 weeks or (ii) DC performance meets district specific target set by ODPM. (iii) Where (i) and (ii) not yet met, performance for last 3 quarters shows improvement.
OA11	Preparation of, and consultation on, development briefs for sites allocated in 2 nd deposit local plans where appropriate	Local planning authorities	Within 6 months of end of local plan inquiry	Development briefs prepared.

OA12	Work co-operatively with Government agencies such as the Highways Agency, English Nature and Environment Agency to overcome issues arising from consultations on planning applications. GOSE to provide assistance on resolving these issues where appropriate.	Referral of initial tranche of affected sites by local planning authorities explaining nature of issue to GOSE by end July 2004 for action	Ongoing	GOSE to report back on progress on individual sites by end September 2004
OA13	Work with Government departments, local authorities and agencies to release land allocated for housing in local plans.	Referral of initial tranche of affected sites by local planning authorities explaining issue to GOSE by end July 2004 for action. HCC/ other local authorities to expedite development on own land.	Ongoing	GOSE to report back on progress on individual sites by end September 2004 HCC to report on progress with sites in its ownership by end September 2004.
OA14	Encourage Housing Corporation and Regional Housing Board to maintain funding levels for RSLs. Housing Authorities to report on delays, difficulties and loss of affordable housing attributable to shortage of funding.	Referral of initial tranche of affected sites by local housing authorities explaining issue to GOSE by end July 2004 for action	Ongoing	GOSE to report back on progress on individual sites by end September 2004
OA15	Write to the Planning Inspectorate to expedite Local Plan Inquiries and the production of Inspector's reports	GOSE and Chair of HIPOG	May 2004	Letter sent to Planning Inspectorate
OA16	GOSE to take account of need for housing in application of the 'Greenfield Directive' so that key housing sites required to meet Hampshire's housing needs are not unduly delayed.	GOSE	Ongoing	No applications called in on sites allocated in adopted and 2 nd deposit local plans that are required to meet housing target, unless significant conflict with national or regional policy
OA17	Raise with the House Builders Federation the need for applicants to	GOSE.	May 2004	House Builders Federation agree to advise its Members of the need

	submit complete, good quality applications and explore potential for a protocol.			to submit complete, good quality applications
OA18	JAP and GOSE to receive an update on progress towards all above outcomes at each JAP meeting	Strategic planning authorities	March 2005	Report submitted.

Process Actions

	Action	By	Completion Date
PA1	Develop methodology to establish confidence levels for different sources of supply. Undertake limited consultation (district councils, HBF and CPRE) and approve prior to preparation of 2005 Monitoring Paper. Feed in conclusions of local plan inspectors as they are published.	Strategic planning authorities	August 2004
PA2	Analyse completions 2003 – 2004 against forecast. Input conclusions into 2005 forecast.	Strategic planning authorities	July 2004
PA3	Analyse housebuilders forecast of completions 2003 – 2004 against actual. Contact those housebuilders where completions are at variance with forecast to find out why. Input conclusions into HCC 2005 forecast.	Strategic planning authorities	June 2004
PA4	Approach HBF to request housebuilders to provide forecasts of future completions as an input into HCC 2005 forecast.	Strategic planning authorities	July 2004
PA5	Test urban capacity studies/ urban housing potential that Local Plan Inspectors have yet to report on for consistency with SEERA 'Good Practice Guide'. If any found to be over optimistic, the adjustment applied to the supply from that particular district will be increased in the Policy H4 Monitoring Paper "adjusted supply" figures.	Strategic planning authorities	September 2004
PA6	Test the evidence that planning permissions for dwellings on urban capacity sites continue to be granted at, or above, the rates required in the Monitoring Paper – at district and county level	Strategic planning authorities	July – August 2004
PA7	Test the delivery rates that can be expected from very large sites (@ 500 dwellings+).	Strategic planning authorities	September 2004
PA8	Review and re-assess delivery rates of reserve sites if released in 2005 and 2006	Strategic planning authorities and local planning authorities	mid October 2004

PA9	Bring forward publication date of Policy H4 Monitoring Paper 2005 to 19 November 2004. Include housing trajectories covering remaining plan period for each local planning authority	Strategic planning authorities and local planning authorities	19 November 2004
PA10	Undertake assessment as per Policy H4 SPG addendum to identify where release could be made if Policy H4 Monitoring Paper 2005 adjusted supply is below or within 5% of RPG requirement, or if there has been a significant failure to deliver key actions OA 1 to 10.	Strategic planning authorities	Publish Paper for consultation 17 December 2004 – 28 January 2005 Outcome to be reported to JAP at its Spring 2005 meeting.
PA11	Work together on implementing the Action Plan	Strategic planning authorities, GOSE and Local planning authorities	Regular meeting / exchange of information. Reports to HIPOG and Development Plans/Development Control sub-groups as appropriate

Appendix 1 Local Plan Timetable

Authority	Public Inquiry start	Inspectors report	Draft Mods published	Adoption
Basingstoke and Deane	<u>OCT 2004</u>	<u>Dec 2005</u>	<u>Feb 2006</u>	<u>July 2006</u>
East Hants	April 2003	Jan 2005	June 2005	Feb 2006
Eastleigh	April 2004	Jan 2005	May 2005	Dec 2005
Fareham	See below			
Gosport	Feb 2005	Dec 2005	March 2006	July 2006
Hart	See below			
Havant	Held	April 2004	Aug 2004	Feb 2005
New Forest	Held	Oct 2004	Jan 2005	May 2005
Portsmouth	Held	Dec 03	June 04	Oct 04
Rushmoor	See below			
Southampton	Held	Dec 04	March 05	Oct 05
Test Valley	Sept 2004	Nov 2005	Feb 2006	July 2006
Winchester	June 2004	Aug 2005	Nov 2005	May 2006

Appendix 2 Local Development Documents Timetable

	Consultation on preferred options and proposals	Date for Submission to SoS	Consultation on submission document	Estimated date for adoption
Fareham	July 2005	Nov 2005	Dec 2005	Jan 2007
Hart*				
Rushmoor	Feb 2005	Oct 2005	Oct 2005	Feb 2007

* details from Hart are awaited

Appendix 2

Eastern Dorset, South Hampshire and Isle of Wight Sub-Regional Study