



**Hart District Council
Local Development Framework
(LDF)**

**Strategic Housing Land Availability
Assessment (SHLAA)**

February 2010

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Part A: Context

I Introduction

- I.1 National planning guidance states that all local authorities should undertake Strategic Housing Land Availability Assessments (SHLAAs). The assessments should provide information for Local Development Frameworks (LDF) on the opportunities that exist to meet housing requirements in a Local Planning Authority (LPA) area.
- I.2 The Regional Spatial Strategy (RSS) for the South East of England, the South East Plan (SEP), states that the housing requirement for Hart is 4,400 dwellings in the period 2006 to 2026¹. It is important to note that the SEP divides Hart into two areas each with its own housing allocation. The part of the District within the Western Corridor and Blackwater Valley Hart has an allocation of 215 dwellings per year (4300 between 2006 and 2026), whilst the area outside the Western Corridor and Blackwater Valley has an allocation of 5 dwellings per year (100 between 2006 and 2026). Hart is preparing an LDF Core Strategy Development Plan Document (DPD) for submission to the Planning Inspectorate in June 2011, which will need to address these housing targets. The LDF Core Strategy will be informed by all of the findings of the LDF evidence base documents, including the SHLAA.
- I.3 The Hart LDF SHLAA has been prepared in accordance with national planning guidance Planning Policy Statement 3 (Housing)², Department of Communities and Local Government (CLG) SHLAA guidance³, and the Planning Advisory Service (PAS) SHLAA guidance⁴. This guidance sets out that the key features of a SHLAA as being that it is:
- a strategic assessment, based on either the LPA area or, the housing market area, and focused on the identification of individual sites with potential for housing
 - founded upon partnership working with key stakeholders such as house builders, social landlords, local property agents, local communities and other agencies
 - an ongoing process, involving regular monitoring and updating of the SHLAA database
- I.4 The SHLAA has been produced with the involvement of appropriate partners. This has included prior public consultation, stakeholder workshops

¹ Policy H1 (Regional Housing Provision 2006-2026), Regional Spatial Strategy for the South East of England: South East Plan, <http://www.gos.gov.uk/gose/planning/regionalPlanning/815640/>

² Planning Policy Statement 3 Housing (PPS3), <http://www.communities.gov.uk/publications/planningandbuilding/pps3housing>

³ Strategic Housing Land Availability Assessments Practice Guidance, CLG July 2007, <http://www.communities.gov.uk/publications/planningandbuilding/landavailabilityassessment>

⁴ PAS Strategic Housing Land Availability Assessment and Development Plan Document preparation, <http://www.pas.gov.uk/pas/core/page.do?pageId=54317>

and meetings with landowners and planning agents. It is the view of the Council that the SHLAA report has both been prepared in an open and transparent way, and that it is considered to be as robust and accurate as possible, at this point in time.

- 1.5 This guidance requires Local Planning Authorities (LPAs) to identify, through the SHLAA, the following:
- specific, deliverable sites for the first five years of a plan that are ready for development
 - specific, developable sites for years 6-10 (and ideally years 11-15 of the plan)
 - where appropriate, when it is not possible to identify specific sites for years 11-15 of the plan, to identify 'broad locations' for housing
 - all reasonable candidate sites for housing that can be assessed from the outset of the assessment
- 1.6 Accordingly, the SHLAA identifies how much housing land is expected to come forward in the future through identified deliverable or developable sites and compares this against Hart's South East Plan target (Part A: Housing Land Supply). A deliverable site is defined as a site that is available now, offers a suitable location for housing development now and there is a reasonable prospect that housing will be delivered on the site within five years from the date of adoption of the plan. A developable site is defined as a site in a suitable location for housing development, and there should be a reasonable prospect that it will be available for and could be developed at a specific point in time.
- 1.7 The supply from deliverable and developable sites is then compared with the overall housing requirement to establish whether there is a surplus or shortfall. In addition to the sites that have been identified as either deliverable and developable, the SHLAA also considers (reflecting PPS3 and CLG guidance) 'broad locations' where housing development might take place (Section 4). CLG define 'broad locations' as areas outside existing settlements, such as possible urban extensions, and areas within settlements where planning policy could seek to promote housing development. Hart have decided that within its SHLAA, any identified broad locations will be limited to areas within existing settlement boundaries, and that any sites outside existing settlement boundaries will be assessed as specific LDF candidate sites.
- 1.8 It is important to reiterate that the CLG practice guidance is clear when it states that⁵:

'The assessment is an important evidence source to inform plan making but does not in itself determine whether a site should be allocated for housing development'

⁵ Paragraph 5

For reference, the SHLAA is not a Local Development Document (LDD), to be produced by an LPA under the 2004 Planning and Compulsory Act. PPS3 clearly states that LPAs should set out in LDDs their policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable continuous delivery of housing provision for at least 15 years from the date of adoption⁶.

- 1.9 In light of this, the SHLAA does not itself, form a 'plan or project'. It will not be formally adopted by the Council, nor is it independently subject to Sustainability Appraisal (SA), Strategic Environmental Assessment (SEA), Habitats Regulations Assessment (HRA) or an Appropriate Assessment (AA). The role of the SHLAA, in conjunction with the rest of the emerging LDF evidence base, is to inform the selection of sites to be allocated for housing and/or mixed-use schemes in the LDF, in light of the District's current housing land supply. It will be for LDF documents, such as the Core Strategy, to allocate specific sites, if it is determined that they are needed.

NOTICE: It is important to note that whilst the SHLAA identifies potential housing sites, the decision regarding which sites will be allocated for development are made in the Local Development Framework Development Plan Documents, including the Core Strategy. These documents will undergo full consultation before any decision is made.

- 1.10 Reflecting the CLG guidance, it is proposed that the housing land supply in the SHLAA should be updated on an annual basis and will therefore be informed by the most accurate information possible at any given time. The housing land supply will be reported through the LDF Annual Monitoring Report (AMR) which is submitted to the Government Office for the South East (GOSE) in December each year. Accordingly, the SHLAA will be updated each December in parallel with the AMR. The Hart housing land supply position for the plan period, as of December 2009, is set out in Section A of the SHLAA.

1.1 'Plan-making' role of the SHLAA

- 1.11 Aside from determining the housing land supply position, the SHLAA can also have much wider value in plan-making for Local Authorities. The PAS guidance highlights that the SHLAA, when used alongside other LDF evidence base documents such as Employment Land Reviews (ELR), can help to focus attention on those areas where opportunities exist for development and change to actually take place.

⁶ Paragraph 53

- I.12 Thinking about these areas should provoke questions about how they are likely to change, and lead to ideas on how residential development should be shaped to produce the best outcomes, what and how much infrastructure is needed and what kind of spatial planning policies are needed to steer development. Moreover, the SHLAA may provide information about potential housing sites which are not developable early or within the plan period because of identified constraints. Where possible, it also includes information on how these constraints could potentially be overcome.
- I.13 The intention is for the SHLAA to act as a trigger for thinking about how the LDF Core Strategy can seek to overcome these constraints, and a helpful lead into consideration of delivery strategy and infrastructure planning. Part B of the SHLAA sets out the ‘plan-making’ context for Hart District, as of December 2009.
- I.14 Hart’s SHLAA includes a number of LDF ‘candidate’ sites beyond current settlement boundaries as defined in the Adopted Local Plan. These are included for the purposes of plan-making as potential site allocations in the LDF in the event that greenfield allocations are needed to meet the District’s housing target in Policy HI of the South East Plan. The PAS guidance reiterates that the important thing is that all greenfield sites which are reasonable candidates for housing should be identified and assessed from the outset, even where there may be opposition to some of them. This is the approach that Hart have sought to undertake.
- I.15 The PAS guidance also states that there is no expectation that every possible greenfield site should be assessed within the SHLAA, highlighting that in many rural areas there will be large numbers of theoretically-possible sites, many of which are patently unsuitable for housing because of their isolation from settlements or for other reasons⁷. Instead, the SHLAA should concentrate on those sites which have the best potential as possible housing areas. In light of this guidance, many of the sites submitted to the Council for consideration through the two consultation periods have been excluded from consideration for market or mixed-tenure housing from the SHLAA for various reasons. However, of these, some are considered to have potential as rural exception sites for affordable housing.
- I.16 Finally, in relation to all of the information contained within this report (and any other report relating to the findings of Hart District Council’s Strategic Housing Land Availability Assessment (SHLAA), the Council makes a number of disclaimers, without prejudice. These are fully set out in Appendix I.

⁷ Paragraph 24

2 Methodology

- 2.1 The approach that Hart has adopted for the SHLAA has been informed by the CLG and PAS guidance and feedback received from stakeholders in the SHLAA public consultation exercises. The CLG guidance gives practical advice both on how to identify land for housing and assess whether the sites are either deliverable or developable.
- 2.2 All the relevant stages of the CLG methodology have been followed, within a simplified structure. Where appropriate, reference is made to which stage of the CLG the text is addressing. The ten-stage CLG SHLAA methodology is outlined in Appendix 2.

2.1 Planning the Assessment

[Establishing the geographical scope of the SHLAA](#)

- 2.3 As outlined in the introduction, the SHLAA should aim to identify as many sites with housing potential in and around as many settlements as possible in the study area. CLG guidance states that the study area should preferably be a sub-regional housing market area, but where necessary, may be a LPA⁸.
- 2.4 Reflecting the sub-regional approach to evidence gathering, Hart commissioned a Strategic Housing Market Assessment (SHMA) in conjunction with two neighbouring authorities, Rushmoor Borough Council and Surrey Heath Borough Council⁹. However, with three separate local authorities, to undertake a joint SHLAA would have been a difficult logistical exercise not least because each authority is at a different stage of their Core Strategy. It was therefore considered reasonable and logical to produce in parallel separate SHLAA in the three authorities.
- 2.5 In light of the fact that each District generally follows the method set out in the practice guidance, it is the belief of officers that there should be no significant issues aggregating the information to cover the SHMA area at a later date, if need be.
- 2.6 Since the production of the draft SHLAA in early 2009, the Regional Spatial Strategy (RSS), the South East Plan (SEP) has been adopted. The SEP is based on an urban focus, which aims to concentrate development and support services, thereby making the best use of previously developed land and setting out opportunities for sustainable urban extensions¹⁰. Policy SP3 (Urban Focus and Urban Renaissance) clearly outlines that in order to foster accessibility to employment, housing, retail and other services, and avoid

⁸ Paragraph 7

⁹ http://www.hart.gov.uk/index/environment-and-planning/planning_policy/planning-shma-2009.htm

¹⁰ Paragraph 4.16

unnecessary travel, the prime focus for development in the region should be urban areas.

- 2.7 The settlements from which dwelling yield will be sought focuses, with one exception, on the larger urban areas with boundaries identified in the Hart Local Plan. It is only sites that have been identified around these settlements that have been identified as realistic LDF candidate sites for plan making purposes that could form, in whole or in part, an extension to one of them. This includes the main centres of:
- Blackwater and Hawley
 - Fleet , Church Crookham and Elvetham Heath
 - Hartley Wintney
 - Hook
 - Odiham
 - Yateley, Frogmore and Darby Green
- 2.8 These six settlements are those that could conceivably be designated as urban areas or local service centres in the Core Strategy. Therefore, they could be locations for sustainable urban extensions, although it does not follow that a settlement will necessarily be allocated one in the LDF. Neither does it follow that all these settlements will necessarily be designated an urban area or local service centre. These are decisions to be made in the LDF not the SHLAA. In particular it should be noted that Odiham and North Warnborough lie outside the Western Corridor Blackwater sub-region where the South East Plan does not envisage significant development and accordingly that part of the District has a total allocation of 5 dwellings per annum.
- 2.9 The exception is the village of Winchfield. Although not designated with a settlement boundary in the Adopted Local Plan, the village has a main line railway station with regular services to London Waterloo, Basingstoke and Southampton. In light of this sustainable transport facility and the possible benefits of developing in the area, Hart have listed two candidate sites here for future consideration in the plan-making process.
- 2.10 Additionally, within the district there are numerous smaller rural settlements where the provision of affordable housing to meet local needs is supported through national planning guidance and the local plan. These settlements are:
- Bartley Heath
 - Broad Oak
 - Crookham Village
 - Crondall
 - Dogmersfield
 - Eversley Centre
 - Eversley Cross
 - Eversley Street
 - Lower Common
 - Up Green
 - Ewshot
 - Greywell
 - Hartfordbridge
 - Hazeley
 - Hazeley Bottom
 - Hazeley Lea
 - Heckfield
 - Hound Green

- Long Sutton
- Mattingley
- Mill Lane, Crondall
- RAF Odiham
- Rotherwick
- South Warnborough
- North Warnborough
- Winchfield Court
- Winchfield Hurst

- 2.11 Accordingly, sites in these settlements which could potentially accommodate rural exception affordable housing, and have been submitted in the SHLAA consultation, are identified separately in Section B. However, none of these sites are well enough progressed at this stage to count them as either deliverable or developable and include them in the anticipated supply.
- 2.12 Section 4 of the CLG guidance states that that LPAs should determine which area to survey and it requires that consideration is given to the nature of the housing challenge, the nature of the area and the nature of land supply. South East Plan policy SP3 states that strategic land availability assessments should be used to identify the scope for redevelopment and intensification of urban areas, seeking opportunities for intensification around transport hubs and interchanges.
- 2.13 CLG guidance suggests mapping the following areas to identify which geographical areas should be covered by the survey:
- development ‘hotspots’ that are the focus of recent planning permissions
 - town and district centres and their surrounding pedestrian catchments¹¹
 - principal public transport corridors
 - specific locations within settlements where redevelopment strategies area actively being pursued

Each of these bullet points is addressed in turn below.

- 2.14 Firstly, the quantum of residential development coming forward in Hart has been affected in the recent past by the moratorium induced by the Thames Basin Heath Special Protection Area (TBHSPA). It would therefore be of little benefit to identify any areas that have been subject to particular development pressures.
- 2.15 Secondly, all town and district centres are defined in the Hart Local Plan. Pedestrian catchments are commonly defined as the areas within 800m of an established centre. For reference, Appendix 3 maps these town centre boundaries and catchment areas for the six largest settlements in Hart.
- 2.16 Thirdly, CLG guidance states that principal public transport corridors are not necessarily more likely to contain development opportunities, other than where they are part of a town centre, but nonetheless are likely to be more sustainable locations, which merit survey. The draft LDF Urban

¹¹ Manual for Streets (March 2007) CLG & DoT state (paragraph 4.4.1)

Characterisation and Density Study (UCDS) illustrates the main public transport connections and corridors in Hart's main settlements, as well as where there are areas of potential development opportunity¹². The next iteration of the SHLAA will synthesise, where appropriate, the work in that LDF evidence base document.

- 2.17 The one specific location in Hart which is subject to a redevelopment strategy which is being actively pursued is Fleet Town Centre. Details of this strategy can be found on the Hart website¹³

Timing of the SHLAA

- 2.18 CLG guidance states that as a minimum the SHLAA should identify sufficient specific sites for at the least the first 10 years of a plan from the anticipated date of its adoption, and ideally for longer than the whole 15 year plan period to allow local planning authorities to consider options for accommodating new housing when plan making. This reflects government guidance in PPS12, which states the time horizon of the Core Strategy should be at least 15 years from the date of adoption.
- 2.19 Hart's Core Strategy is currently timetabled for adoption in March 2012. The minimum period would therefore be to the year 2022, and ideally to March 2017. However, it would be prudent to extend the plan period to 31st March 2028, to allow for the possibility of any slippage in the delivery of the Core Strategy. Accordingly, the SHLAA covers the period to 2028 consistent with national guidance.
- 2.20 The Hart SHLAA also reflects advice from the Government Office for the South East (GOSE) that for each year the plan period extends beyond that of the South East Plan, the annual housing target should be extrapolated forward. For Hart, this means the overall target of 220 dwellings per annum is extrapolated forward to become a target of 4840 between 2006 and 2028. The sub-regional split still applies, so the targets would be for the period 2006 to 2028:

Western Corridor Blackwater Valley	4300 + (215x2)	=	4730
Rest of Hampshire	100 + (5x2)	=	110
Total		=	4840

Site size threshold

- 2.21 It was decided early in the production of the SHLAA that the threshold for sites should not be too high otherwise the contribution from modest sites

¹² It is anticipated that the Hart LDF Urban Characterisation and Density Study (UCDS) will be subject to public consultation in early 2010.

¹³ http://www.hart.gov.uk/index/community_living/a-vision-for-fleet.htm

could be overlooked. Accordingly, the threshold for SHLAA sites is set at 5 dwellings (houses or flats).

[A partnership approach](#)

- 2.22 The SHLAA was undertaken in-house by District Council officers. This approach reflects the PAS guidance¹⁴ which states that:

“because of the importance of the SHLAA and its value in the wider plan-making process, it is preferable that it is carried out in-house”

However, the CLG guidance also advocates that LPAs should work together and with key stakeholders, to undertake assessments to ensure a joined-up and robust approach¹⁵.

- 2.23 Officers from each of the three local authorities conducting the joint SHMA (Hart, Rushmoor, Surrey Heath) have met on a regular basis to discuss the emerging assessments. Where stakeholder events have been held, they have been attended by Officers from the other authorities. In light of the fact that each District generally follows the method set out in the practice guidance, it is the belief of officers that there should be no significant issues aggregating the information to cover the SHMA area at a later date, if need be.
- 2.24 The SHLAA has been produced in light of two periods of public consultation. The first period was a ‘call for sites’ in May 2008, which brought forward approximately 100 sites. The second period was an eight-week public consultation on the draft SHLAA report, which also included a second ‘call for sites’. This brought forward an additional 22 sites for consideration. Preparation of the Hart LDF SHLAA has also been informed by a stakeholder panel, which was held jointly with Rushmoor Borough in October 2008. The intention was for stakeholders to provide expertise and knowledge on the *deliverability* and *developability* of sites and how the current economic climate is affecting viability.

2.2 Determining which sources of sites will be included in the assessment

- 2.25 The CLG guidance (section 3) states that particular types of land or areas may be excluded from the assessment. Where this is the case, the reasons for doing so will need to be justified. However, it should also aim to identify as many sites with housing potential in and around as many settlements as possible in the study area. The guidance also states that except for more clear-cut designations (such as Sites of Special Scientific Interest), the scope of the assessment should not be narrowed down by existing policies designed to constrain development. This will enable the LPA to be in the best possible

¹⁴ Paragraph 45

¹⁵ Paragraphs 11-13

position with regard to its strategy for delivering housing and other place-shaping objectives.

Policy Exclusions

- 2.26 Sites in open countryside are excluded from the main assessment as being neither deliverable nor developable. For reference, open countryside is defined as all areas outside a defined settlement boundary in the Local Plan. As outlined, the SHLAA does identify potential rural exception sites for affordable housing, and realistic candidate sites for plan making purposes in the event that extensions to settlements are needed to meet South East Plan targets. However, it is important to reiterate that these sites are not classified as either deliverable or developable.
- 2.27 In light of the need to protect designated habitats and landscapes in Hart and neighbouring local authorities, the assessment will exclude sites in areas designated because of an attribute or characteristic that is down to their particular location. This includes Environment Agency (EA) flood plains (Zones 3a and 3b), registered historic parks and gardens, and sites of international, national and local nature conservation designations,¹⁶ such as:
- Thames Basin Heath Special Protection Area (SPA)
 - Sites which fall within 400 metres of the Thames Basin Heath SPA
 - Sites of Special Scientific Interest (SSSI)
 - Site of Importance to Nature Conservation (SINC)
- 2.28 For reference, Hart District does not include any of the following designations:
- Green Belt
 - Ramsar Sites
 - Area of Outstanding Natural Beauty (AONB)

If any of these designations are made in the future outside of the local plan process, they will be reflected in future iterations of the SHLAA.

- 2.29 In relation to flood risk the identification of potential sites for development should be undertaken using the sequential approach and test principles as outlined in Planning Policy Statement 25 (PPS25) Development and Flood Risk¹⁷. PPS25 states that more vulnerable uses (including residential dwellings) are appropriate in flood zones 1 and 2 (subject to site-based flood risk assessments where relevant).
- 2.30 Whilst more vulnerable uses are not permitted in flood zone 3b, they are only appropriate in flood zone 3a, if the exception test in PPS25 is passed. However, the exception test is not a function that should be undertaken in

¹⁶ As defined in PPS9 (Biodiversity and Geological Conservation)

¹⁷ PPS25 paragraphs 14-17

the SHLAA. Therefore the approach in the SHLAA is to exclude all land within Flood Zones 3a and 3b. Sites within flood zone 2 will not automatically be excluded from the SHLAA, but it is also important to note that flood zone 2 will contain the area that will be affected by climate change and this should also be avoided as over the lifetime of the development this area will effectively become the 100 year flood extent.

- 2.31 Reflecting the partnership approach set out earlier, the LDF candidate sites in all iterations of the SHLAA, have been assessed by the Environment Agency (EA) with regard to flood risk. The EA assessments have informed the individual site assessments. Where additional information has come to light, such as revised EA flood maps, this has informed whether the site should be retained as an LDF candidate site for plan-making purposes or excluded from consideration. For reference, the Blackwater Valley Strategic Flood Risk Assessment for Hart District Council and Surrey Heath Borough Council¹⁸ will inform the assessment of sites in the SHLAA with regard to sites that are potentially affected by other sources of flooding such as groundwater and surface water flooding.
- 2.32 PPS9 states that the most important sites for biodiversity are those identified through international conventions and European Directives. The Thames Basin Heaths Special Protection Area (SPA) is a network of heathland sites in Hampshire, Berkshire and Surrey which are designated for their ability to provide a habitat for the internationally important bird species of woodlark, nightjar and Dartford warbler¹⁹. This area is designated as a result of the Birds Directive and the European Habitats Directive and protected in the UK under the provisions set out in the Habitats Regulations.
- 2.33 Natural England advise that any application for residential development resulting in an increase in the number of dwellings within 5km of the SPA will, without avoidance measures, be likely to have significant effect on the SPA. Therefore developments for an increase in residential development will be required to provide, or make a contribution to, the provision of measures to ensure that they have no likely significant effect on the SPA. These measures can take two forms:
- access management to control the numbers of people visiting the SPA and to influence the behaviours of visitors in the interests of the protected species
 - suitable alternative natural greenspace (SANG) which are areas of open space (either existing or new) to attract new residents away from the Thames Basin Heath SPA (where appropriate, the need to provide on-site or off-site SANG is outlined as a constraint to development in the individual site assessments)

¹⁸ http://www.hart.gov.uk/index/environment-and-planning/planning_policy/planning-policy-evidence-base/strategic-flood-risk-assessment.htm

¹⁹ These species are particularly subject to disturbance from walkers, dog walkers and cat predation because they nest on or near the ground

- 2.34 Reflecting these issues, Hart District Council has produced an Interim Avoidance Strategy for the Thames Basin Heaths Special Protection Area (SPA). The Strategy was adopted by Cabinet on 8th January 2009 following a six week consultation period. The Interim Avoidance Strategy can be viewed on the Hart website²⁰.
- 2.35 In light of this context, there are two key issues for the SHLAA to address. Firstly, within both the SPA and within 400m of the SPA (the Inner Exclusion Zone), no new residential development is permitted. This is reflected in individual sites appraisals in the appendices. Secondly, where sites are within 5km of the Thames Basin Heath SPA (Zone of Influence), SANG will have to be facilitated either on-site or elsewhere through a financial contribution. Some of the larger sites on the edges of settlements possibly have the capability to provide SANG within the proposed site.
- 2.36 Where appropriate, the need to provide on-site or off-site SANG is outlined as a constraint to development in the individual site assessments (Appendices 6 to 10). For reference, Appendix 4 illustrates the extent of the Thames Basin Heath SPA in Hart, along with boundaries of the 400m and 5km boundaries.
- 2.37 There are many other sites in Hart that have nature conservation value. Some have national designations such as Sites of Special Scientific Interest (SSSI); some have local designations such as Sites of Importance to Nature Conservation (SINC).
- 2.38 Whilst it is recognised that national designations are of more ecological value than local designations, reflecting PPS9, the fundamental role the latter play should not be ignored. Accordingly, Hart's approach will be to acknowledge the presence of a SINC as a constraint to development where the SINC forms part of a wider submitted SHLAA site.

[Sites and areas subject to policy review](#)

- 2.39 The CLG guidance sets out that the SHLAA should cover sites not currently in the planning process. This includes the following type of site:
- vacant and derelict land and buildings
 - surplus public sector land
 - land in non-residential use which may be suitable for redevelopment for housing, such as commercial buildings or car parks, including as part of mixed-use development
 - additional housing opportunities in established residential areas
 - large-scale redevelopment and re-design of existing residential areas
 - sites in rural settlements and rural exceptions sites

²⁰ http://www.hart.gov.uk/index/environment-and-planning/planning/development-control/planning_guidance/planning-guidance-spa.htm

- 2.40 Responses to the consultation SHLAA in summer 2009 highlighted that some felt that the draft document had not adequately reviewed non-housing allocations. Accordingly, each of the eight types of site identified above are addressed, and where appropriate, the links to the national and regional policy context is outlined, as is the relationship with other studies in the emerging Hart LDF evidence base.

[Vacant and derelict land and buildings](#)

- 2.41 Previously developed land is generally considered suitable for development, although clearly other policies considerations need to be addressed. It is anticipated that the next iteration of the SHLAA (December 2010) will include a summary of vacant sites with development potential that have been identified through the emerging LDF Urban Characterisation and Density Study.

[Surplus public sector land](#)

- 2.42 The register of surplus public sector land highlights that no other public sector land holdings, in addition to Hart DC land already identified, are available as of December 2009.

[Land in non-residential use which may be suitable for redevelopment for housing](#)

- 2.43 Non-residential land uses includes both employment land and public open space. As of December 2009, Hart District Council has not updated the Hart LDF PPG17 audit²¹. It is currently envisaged that the PPG17 audit will be updated, as part of the emerging LDF evidence base, in 2010. Accordingly, all areas of open spaces will be reviewed, in the same manner that employment sites have in this iteration of the SHLAA, for the updated version in December 2010.
- 2.44 The CLG guidance states that there are advantages in undertaking land availability assessments, particularly for housing and employment in parallel so that land availability and suitability can be considered across the whole range of land requirements²². Hart have taken this approach; a completed employment land review, conducted on a sub-regional basis with Rushmoor Borough Council and Surrey Heath Borough Council, will be published in parallel with the SHLAA.
- 2.45 This synthesis reflects the Planning Inspectorate's comments at a recent appeal for a proposal for residential development on employment land in Hart which concluded that "*without a systematic appraisal it would not be*

²¹ PPG17 (Planning for Open Space, Sport and Recreation)

²² Paragraph 10, pp.6

*possible to conclude that the loss of the employment part of appeal site covered by Policy URB 7 would not harm the potential for economic growth and employment in the District*²³. This approach is the systematic appraisal that the Appeal Inspector recommended.

- 2.46 This approach is clearly iterated in the South East Plan²⁴. South East Plan Policy RE3 (Employment and Land Provision) clearly states that employment land reviews should inform the provision in LDFs of a range of sites and premises to meet both strategic and general need. Accessible and well-located industrial and commercial sites should be retained where there is a good prospect of employment use.
- 2.47 Accordingly, there is a presumption in favour of retaining employment land for commercial use unless it can be demonstrated that an alternative use is the only viable option. . Reflecting the conclusions and recommendations of the ELR, the redevelopment of land with employment functions falling within Use Class Orders B1b (Research and development of products or processes), B1c (Light industry) and B2 (General Industrial) for residential use, should be resisted. This is to protect industrial land supply through the plan period. Employment sites that have been submitted through the SHLAA are listed in Appendix 12.
- 2.48 The joint ELR reviewed the suitability of approximately twenty of the larger employment sites in Hart for employment use. In summary, the only current employment site identified in the ELR as having potential for redevelopment of current employment land for mixed-use development are particular areas of Fleet Town centre. As specific sites have not as yet been identified, the estimated potential number of new dwellings which could come forward is included within the Fleet Town centre 'broad location' (see Section 4).

[Additional housing opportunities in established residential areas](#)

- 2.49 The emerging LDF evidence base includes an Urban Characterisation and Density Study (UCDS). The study will identify areas for possible intensification and new development, and also areas of higher quality where new development might not be appropriate. Accordingly, the next iteration of the SHLAA in December 2010 will be informed by the conclusions of the UCDS.

[Large-scale redevelopment and re-design of existing residential areas](#)

- 2.50 There are no plans at present for any large-scale redevelopment projects in Hart's existing residential areas. If any such plans do come forward, such as the redevelopment of RAF Odiham if the MOD were ever to leave, then this would be reflected in future iterations of the SHLAA.

²³ Available upon request

²⁴ Policy RE3 Employment and Land Provision

Sites in rural settlements

- 2.51 Sites located within the settlement boundaries of rural villages have been included. Sites with the potential capacity for rural 'exceptions' housing, outside but adjacent to villages, have been identified in the SHLAA. However, any development coming forward from these sites will not be included as a deliverable site until planning permission is granted.

2.3 Recording site characteristics

- 2.52 The following characteristics, inter alia, were recorded or checked, through the site surveys:

- character of surrounding area
- current uses
- topography
- environmental designations and flood zones
- existing service infrastructure
- proximity to public transport including bus stops and trains stations
- historical or archaeological constraints
- physical constraints such as access, steep slopes, location of pylons etc
- initial assessment of whether the site is suitable for housing or housing as part of a mixed-use development

- 2.53 The site surveys were conducted in August and September 2008 and for sites submitted in the second 'call for sites', the autumn of 2009. The LDF candidate sites were visited again in 2009 for an additional site survey following representations made in the public consultation process.

2.4 Estimating the housing potential of each site

- 2.54 The CLG guidance recommends that the potential capacity of each site should be guided by the existing or emerging plan policies, particularly the approach to housing densities at the local level. The SHLAA will therefore consider as the main guidance:

- PPS3 Housing
- South East Plan
- Hart District Local Plan (Replacement) 1996-2006

- 2.55 Alternatively, the CLG guidance also recommends comparing the site with a sample scheme which represents the form of development considered desirable in a particular area.

- 2.56 PPS3 states that net dwelling density is calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas,

incidental open space and landscaping and children’s play areas, where these are provided.

- 2.57 South East Plan policy H5 (Housing Design and Density) states that the South East has a regional target of 40 dwellings per hectare (DPH). LPAs should reflect this target with appropriate local variations in the LDF. The Hart District Local Plan does not have a density policy for the whole district.
- 2.58 In light of this, the housing potential for each site is based on estimated density appropriate for each site taking into account its location and the characteristics of the surrounding area. The categories of sites are as follows:

Area	Dwellings per Hectare
Fleet town centre	60
Other town centres	50
Within settlement boundaries	40
Edge of settlement sites outside the settlement boundary	35

- 2.59 Every site is different and therefore the density and subsequent number of potential dwellings that could be accommodated are only an initial indication and are subject to subsequent change. For example, there is always the possibility that more detailed planning which could identify features which should be retained or parts of the area which should not be developed but retained for wildlife or recreational value for example.

2.5 Assessing when and whether sites are likely to be developed

- 2.60 CLG guidance outlines that by assessing the suitability, availability and achievability of a site will provide the information on which the judgement can be made in the *plan making context* (see paragraphs 1.6-1.8 above) as to whether a site can be considered deliverable, developable or not currently developable for housing development.
- 2.61 Assessing all SHLAA sites against these main criteria will provide the information that will allow a judgement to be made as to whether a site can be considered deliverable or developable in accordance with the following definitions:
- **Deliverable:** a site is available now, offers a suitable location for housing development now and there is a reasonable prospect that housing will be delivered on the site within five years from the date of adoption of the plan
 - **Developable:** a site should be in a suitable location for housing development, and there should be a reasonable prospect that it will be available for and could be developed at a specific point in time

Only deliverable and developable sites will be included in the assessment of supply against plan targets.

- 2.62 The CLG guidance states that in practice, the considerations to be taken into account when deciding whether a site deliverable, developable or not currently developable, will be the same. It is the degree of availability and achievability, and, in particular, when any known constraints – its suitability – can realistically be overcome.

I: [Suitability](#)

- 2.63 CLG guidance states that a site is suitable for housing development if it offers a suitable location for development and would contribute to the creation of sustainable, mixed communities²⁵. The latter would appear to be a matter of judgement for the local authority. Accordingly, Hart will analyse all of the LDF candidate sites through the LDF sustainability appraisal process.

- 2.64 The following factors should be considered to assess a site's suitability for housing:

- policy restrictions
- physical problems
- potential impacts on landscape and conservation
- environmental conditions which could be experienced by prospective residents

- 2.65 Policy restrictions can include designations, protected areas, existing planning policy, corporate or community policy. The CLG guidance is clear on this issue²⁶:

“Except for more clear-cut designations, the scope of the assessment should not be narrowed down by existing policies designed to constrain development, so that the LPA is in the best possible position when it comes to decide its strategy for delivering its housing objectives”.

- 2.66 Therefore, for the purposes of *plan-making*, the SHLAA can assess sites despite restrictions which would otherwise warrant a refusal if an application was submitted. This could include, for example, LDF candidate sites within local or strategic gaps in the current local plan. However, where planning policies would need to be amended to facilitate development of a site, this will be highlighted.
- 2.67 Physical problems or limitations could include vehicular or pedestrian access, including whether or not this could be done safely based on the available information, hazardous risk, pollution or contamination.

²⁵ Paragraph 37

²⁶ Paragraph 21

- 2.68 In addition to fluvial flooding, the SFRA identified areas that are affected by other sources of flooding that should be considered during the allocation of land. For example, the fact that a site is in an area with a high potential likelihood of groundwater flooding is not enough in itself to exclude a site. However, it is an environmental constraint which should be acknowledged in the SHLAA.
- 2.69 CLG guidance also highlights the need to address the potential impacts on both the landscape and the historic environment. Where appropriate, these issues are addressed in the individual site assessment pro-formas.
- 2.70 The CLG guidance also asks LPAs to assess the environmental conditions which would be experienced by prospective residents, but without providing a suggested contextual framework to use. Accordingly, in light of the other suitability factors addressed and context for planning for sustainable development set out in PPS1²⁷, the following factors which could potentially impact on the environmental conditions of prospective residents include:
- noise sources
 - neighbouring land uses
 - potential for flooding
 - relationship with existing settlements

2: [Availability](#)

- 2.71 CLG guidance states that a site is considered available for development, when, on the best information available, there is confidence that there are no legal or ownership problems such as:
- multiple ownerships
 - ransom strips
 - tenancies or operational requirements of landowners

In order to be confident that identified deliverable and developable sites would be available enquiries were made on sites that were deemed as deliverable but where further confirmation was required. It was not considered necessary to contact owners of sites going through the planning process as activity is obviously taking place.

- 2.72 To inform the assessment as to when a site could be developed, consultees were asked when, in their view, the site could come forward for development. This would be in five-year periods, i.e. 0 to 5 years, 6 to 10 years, or 11+ years. For those sites that would need to be allocated for residential development through the LDF, the 0 to 5 year period would start subsequent to the adoption of the relevant Development Plan Document (DPD).

²⁷ Paragraphs 14-24

- 2.73 The guidance goes on to state that in practice, the considerations to be taken into account when deciding whether a site deliverable, developable or not currently developable, will be the same. It is the degree of availability and achievability, and, in particular, when any known constraints – its suitability – can realistically be overcome.

3: Achievability

- 2.74 CLG guidance states that a site is considered achievable for development where there is a reasonable prospect that housing will be developed on the site at a particular point in time. Essentially, the achievability of a site is a judgement about the economic viability and capability of a developer to complete a scheme over given timeframe. Reflecting the national guidance, three factors have been identified which influence achievability:

Market factors such as:

- adjacent uses
- economic viability of existing, proposed and alternative uses in terms of land values
- attractiveness of the locality
- level of potential market demand
- projected rate of sales, which are particularly important for larger sites

Cost factors such as:

- site preparation costs relating to any physical constraints
- any exceptional works necessary
- relevant planning standards or obligations
- prospect of funding or investment to address constraints or assist development

Delivery factors:

- the developer's own phasing
- a realistic build-out rate on larger sites (including the likely earliest and latest start and completion dates)
- whether there is a single developer or several developers offering different housing products
- the capability of the developer

- 2.75 Additionally, the CLG guidance recommends that the views of housebuilders and local property agents will be useful in determining whether housing is an economically viable prospect for a particular site²⁸.

- 2.76 In light of this, for each of the deliverable, developable and 'candidate' sites, the supporting site assessments summarise the factors which effect

²⁸ Paragraph 41

achievability and a judgement will be made whether on balance the site could be achievable within the plan period, based on the information available as of December 2009.

4: Overcoming constraints

- 2.77 The CLG guidance is clear that where constraints have been identified, the SHLAA should consider what action would be needed to remove them. Suggested actions might include:
- a need to amend planning policy which is currently constraining housing development
 - dealing with fragmented land ownership
 - environmental improvement
 - investment in new infrastructure
- 2.78 Depending on the nature of the constraint, further discussions/advice will be sort from the relevant party. Any recommendations for future action set out in the SHLAA are not an indication of policy.

Summary

- 2.79 In light of this, for each site identified either as deliverable, developable or an LDF candidate sites, an individual site assessment pro-forma has been completed which details whether the site is suitable, available and achievable, and identifies possible site constraints and opportunities. Where needed, the suitability of sites will be revisited in light of any new information that may come forward between future iterations of the SHLAA. The individual site pro-formas are provided in Appendices 6 to 10. As and when additional information on these factors comes to light, it will inform future iterations of the SHLAA.
- 2.80 CLG guidance outlines that the overall housing potential of all deliverable and developable sites, plus the number of completions to date is compared against Hart's South East Plan housing. This is to establish whether or not there is a shortfall. If there is a shortfall, it will be necessary to investigate how best this should be planned for. Reflecting stages 9 and 10 of the CLG guidance, the two options are:
- stage 9: the identification of broad locations for future housing growth, within and outside settlements; and/or
 - stage 10: the use of a windfall allowance

These potential options are addressed in Part B (Housing Land Supply) of the Hart SHLAA.

Part B: Plan Period Housing Land Supply

3 Supply from deliverable and developable sites

- 3.1 National planning guidance PPS3 (Housing) states that at the local level, Local Planning Authorities (LPA) should set out in their LDF Local Development Document's (LDD) their policies and strategies for delivering the level of housing provision, including identifying specific sites and broad locations that will enable continuous delivery of housing for at least 15 years from the date of adoption, taking account of the level of housing provision set out in the Regional Spatial Strategy (RSS).
- 3.2 In light of this, LPAs should identify sufficient specific deliverable sites to deliver housing in the first five years. LPAs should also identify a further supply of specific, developable sites for years 6 to 10 years after adoption of the relevant LDD. Specific, developable sites should also be identified for years 11 to 15. Where this is not possible, broad locations for growth should be identified.
- 3.3 PPS3 also states that once identified, the supply of land should be managed in a way that ensures that a continuous five year supply of deliverable sites is maintained, i.e. at least enough sites to deliver the housing requirements over the next five years of the housing trajectory. This section sets out the anticipated supply of housing from deliverable and developable sites, as defined in the methodology.

3.1 Deliverable sites

- 3.4 Deliverable sites fall into the following categories:
- Sites under construction
 - Sites with extant Planning Permission (full and outline)
 - Unimplemented Local Plan sites without planning permission
 - Other deliverable housing sites

Sites under construction

- 3.5 Sites under construction are those that have received planning permission and a material start has been made on the implementation of that planning permission. As of 1 April 2009, 23 dwellings were currently under construction. Within this category there will be sites at various different stages in the construction process from sites that are nearing completion to sites that are just commencing ground works.

Sites with extant Planning Permission (full and outline)

- 3.6 Those sites that have an extent planning permission for residential development. This includes sites with various types of permissions, including those with full and outline permission as 1st April 2009. As of 31 March 2009, there were 702 dwellings with planning permission (Appendix 11: Five year housing land supply, December 2009).

Unimplemented Local Plan sites without planning permission

- 3.7 This includes sites that have been specifically allocated for residential and/or mixed-use development purposes within the Hart District Local Plan (Replacement) 1996-2006. Most of the sites allocated in the current Local Plan have either been built or have planning permission. Those that remain are set out in Figure 3.1 below.

Figure 3.1: Unimplemented Local Plan sites without planning permission

	<u>Site</u>	<u>Estimated Dwelling Capacity</u>
1	SHL48: Queen Elizabeth 2 Barracks, Church Crookham	1055
2	SHL49: Part of Redfields Garden Centre, Church Crookham (40 dwellings)	40
Total		1095

- 3.8 There is a potential 1095 units that could be accommodated on the remaining 2 housing allocations in the Local Plan. These are expected to come forward in the short to medium term and be completed by 2017. If subsequent planning permissions are granted for a different number of residential dwellings, this will be reflected in future iterations of the SHLAA. Site assessments of the two sites are included with the deliverable sites.

Other deliverable sites

- 3.9 These are sites that have been identified through the SHLAA process as reflecting the definition of a deliverable site as defined in PPS3 (Figure 3.2).

Figure 3.2: Other identified deliverable sites

	<u>Site</u>	<u>Estimated Dwelling Capacity</u>
1	SHL29 40-42 Kings Road, Fleet	13
2	SHL30 134a Reading Road South, Fleet	6
3	SHL47 Rose Cottages, Church Crookham	6
4	SHL129 20 & 22 Kings Road, Fleet	10
5	172 Reading Road South, Church Crookham	5
6	Firgrove Road, Yateley	8
7	Hartover House, Hawley Road, Hawley	6
8	Other small sites below the SHLAA site threshold (5 units)	17
Total		71

- 3.10 The total supply from identified deliverable sites is 1,821 as shown in Figure 3.3 below:

Figure 3.3: Total supply from deliverable sites

<u>Source of supply</u>	<u>Number of dwellings</u>
Sites under construction	23
Sites with extant Planning Permission (full and outline)	702
Unimplemented Local Plan sites without planning permission	1095
Other deliverable housing sites	71
Total	1891

Developable Sites

- 3.11 A developable site is defined as a site in a suitable location for housing development, and there should be a reasonable prospect that it will be available for and could be developed at a specific point in time. The principle of development is established on all of these sites through their location within the settlement boundary. There just remain some outstanding issues related to its suitability, availability or achievability, or a combination of all three, as a site for residential development which prevents them being categorised as deliverable within 5 years of the core strategy being adopted.
- 3.12 Figure 3.4 sets out the anticipated supply of identified developable sites in Hart. The conclusion at this stage of the SHLAA is that there are insufficient identified deliverable and developable sites for Hart District to meet the minimum South East Plan housing target.

Figure 3.4: Developable sites

	<u>Site</u>	<u>Estimated Dwelling Capacity</u>
1	SHL15 Yateley Primary School site, Yateley	75
2	SHL63 Land at 56 High Street, Odiham	20
3	SHL104 Land at Elvetham Heath, Fleet	55
4	SHL117 Land at/adjacent to 70 Reading Road South, Fleet	5
Total		155

- 3.13 The CLG guidance states that where it is not possible to identify sufficient sites the SHLAA should provide the evidence base to support judgements around whether broad locations should be identified and/or whether there are genuine local circumstances that mean a windfall allowance may be justified in the first 10 years of the plan. This is addressed in the subsequent sections.

4 Broad locations and windfall allowances

4.1 Broad Locations

- 4.1 The CLG guidance outlines that if there is an existing shortfall of deliverable sites, then in addition to considering deliverable and developable sites, 'broad locations' can be identified and included within the SHLAA. The guidance defines broad locations as areas where housing development is considered feasible, such as a particular town centre, and will be encouraged, but where specific sites cannot as yet be identified. The PAS guidance states that broad locations within settlements could include residential areas where existing or proposed planning policy actively encourages additional housing through infilling and redevelopment.
- 4.2 The consultation draft SHLAA included Fleet town centre as a broad location which could accommodate approximately 230 dwellings if you include the estimated capacity on the following sites which were also categorised as 'developable' sites:
- SHL34 Civic Offices (45 dwellings)
 - SHL38 Victoria Road car park (40 dwellings)
 - SHL39 Church Road car park (45 dwellings)
- 4.3 Since the consultation SHLAA was published the Council has embarked on a community engagement exercise aimed at shaping a new vision for Fleet town centre. A public exhibition was held on 4th and 5th December 2009 suggesting some ideas for how the town centre could develop over the next 20 years or so. Feedback was invited through discussions and questionnaires. The vision ideas expressed at the exhibition included residential proposals on specific sites which together could deliver approximately 200 dwellings.
- 4.4 As to not to pre-empt the results of public consultation and any decisions about particular sites, this revised SHLAA does not make an assumption about how much residential development will actually take place in the town centre and the three sites listed above have been removed from the 'deliverable' category. Instead Fleet town centre as a broad location is dealt with in the plan-making section of the SHLAA as it effectively constitutes an 'option' for the Council to take in seeking to deliver its housing requirement. If the Council chooses a vision that does not include residential development then it will need to find sites elsewhere. If specific sites in the town centre are formally identified for redevelopment, then the capacity will be reflected in future iterations of the SHLAA. For reference, future iterations of the SHLAA could include additional broad locations if not enough deliverable sites have been identified for the 11 to 15 year period.

4.2 Windfalls

- 4.5 Since the publication of the consultation draft SHLAA, the Planning Inspectorate (PI) has published guidance on the production of LDFs²⁹. Amongst other issues, the guidance addresses the subject of ‘windfall’ sites. Windfall sites are defined in PPS3 Housing (footnote 31, pp.19) as:

“Those which have not been specifically identified as available in the local plan process; they comprise previously-developed sites that have unexpectedly become available. These could include, for example, large sites resulting from, for example, a factory closure or small sites such as a residential conversion or a new flat over a shop”

- 4.6 PPS3 goes on to state that³⁰:

“Allowances for windfalls should not be included in the first ten years of land supply unless Local Planning Authorities can provide robust evidence of genuine local circumstances that prevent specific sites being identified. In these circumstances, an allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends.”

- 4.7 The PI guidance is very clear on what a windfall is and isn’t³¹:

“Windfalls are sites that have not been identified in the plan preparation process and hence unexpectedly become available. They are unforeseen and unplanned-for sites. Hence a site identified in a SHLAA cannot be regarded as a windfall site even if it has not been chosen as one of the allocated sites”

- 4.8 The PI guidance is also very clear on how LPAs should address windfalls in their housing land supply³²:

“In assessing whether or not an adequate supply of housing land exists some authorities have sought to start the process by reducing the required amount by an anticipated windfall allowance on the basis that this is the amount of housing land that has historically come forward from windfalls. This approach is not acceptable”

- 4.9 Instead, the starting point has to be the allocation of deliverable land for housing. Likewise, PPS3 makes it very clear that windfalls cannot be included in the first 10 years of land supply unless the LPA can provide robust evidence of genuine local circumstances that prevent specific sites being identified³³. On this issue, the PI is clear:

²⁹ Local Development Frameworks: Examining Development Plan Documents – Learning from Experience, September 2009

³⁰ Paragraph 59

³¹ Paragraphs 15-19

³² Historical monitoring data from Hampshire County Council (HCC), demonstrates that on average, 43 dwellings per annum came forward on sites of 4 or less dwellings between 1996 and 2008.

³³ Paragraph 59

“the fact that land has in the past come forward from windfalls, and is expected to continue to come forward, is not a justification for including windfalls”

4.10 In light of this, the Hart LDF SHLAA will not include windfalls. PPS3 is clear³⁴:

“In addition to a supply of deliverable sites for the first five years of the plan, LPAs should identify a further supply of specific, developable sites for years 6-10 and, where possible, for years 11-15. Where it is not possible to identify specific sites for years 11-15, broad locations for future growth should be indicated”

³⁴ Paragraph 55

5 Overall housing land supply (December 2009)

- 5.1 The different sources of supply compared to South East Plan housing targets are set out in Figure 5.1 below. These figures will be revisited in future iterations of the SHLAA in light of new annual data on housing completions and permissions.

Figure 5.1: Housing Land Supply from deliverable and developable sites for South East Plan period (2006-2026)

	Dwellings
South East Plan minimum requirement (2006-2026)	4400
Completions (1 April 2006 – 31 March 2009)	677
Remaining requirement for remaining 17 year period	3723
Estimated supply from deliverable SHLAA sites <ul style="list-style-type: none"> • Sites under construction • Sites with extant Planning Permission (full & outline) • Unimplemented Local Plan sites without planning permission • Other deliverable housing sites 	1891
Estimated supply from identified developable SHLAA sites	155
Total estimated supply from deliverable and developable sites	2046
Shortfall against South East Plan requirement	1677

- 5.2 It can be seen that there remains a shortfall of 1667 dwellings compared with South East Plan target. However, reflecting paragraphs 2.18 to 2.20, the timing of the Hart LDF is proposed to be taken beyond the end of the South East Plan period (31 March 2026), up to 31 March 2028.

Shortfall against South East Plan requirement	1677
Additional housing requirement (1 April 2026 - 31 March 2028)	440
Total	<u>2117</u>

Accordingly, the total shortfall the Hart LDF has to address is 2117.

- 5.3 This shortfall will need to be addressed in the Hart LDF Core Strategy to ensure that sufficient land is made available to meet development requirements. In light of this situation, the SHLAA includes in the next section, for plan-making purposes only, a summary of potential development sites outside current settlement boundaries 'LDF candidate sites'.

Part C: SHLAA for ‘plan making’ purposes

6 LDF candidate sites

6.1 As well as identifying deliverable and developable sites the SHLAA also includes an assessment of sites and broad locations that could be allocated for development to meet the shortfall against the South East Plan target. In Hart these include a number of sites outside settlements as currently defined in the Local Plan and Fleet town centre as a potential location for additional housing subject to the outcomes of the Fleet Vision exercise (see section 4.1).

6.2 The PAS guidance outlines that the purpose of including greenfield sites within the assessment is to provide comparable information about the deliverability or developability of all sites which are reasonable candidates for consideration in plan-making. The information included within a SHLAA can contribute to decisions about which greenfield sites to allocate, where necessary, in a DPD and will help demonstrate that a DPD meets the Planning Inspectorate’s requirements at a public examination.

6.3 The PAS guidance goes on to state:

“The important thing is that all reasonable candidates for housing should be identified and assessed from the outset even if there may be opposition to some of them. The better the process of selection at the outset of the SHLAA, the less chance that ‘new’ sites will come forward later in the plan-making process which the Council will then need to assess”.

6.4 Reflecting this context, the SHLAA identifies (Figures 6.1, 6.2, 6.3) a number of greenfield sites considered to be reasonable candidates for plan-making purposes in the event that greenfield releases are needed. These sites are, as stated, from around the six main settlements identified in paragraph 2.7 and two sites at Winchfield justified for inclusion as candidate sites by virtue of being located on a mainline railway with a station.

6.5 The SHLAA has only considered the broad principles on these greenfield sites, rather than the relative merits or otherwise of allocating any of them. It will be for the Council to make a judgement, through the LDF, on which greenfield sites or areas, if any, should be allocated for future development. This judgement will be informed by the emerging LDF evidence base, including the SHLAA, and other relevant studies.

6.6 The LDF candidate sites have been split into three groups:

- sites around the main settlements in the ‘Western Corridor and Blackwater Valley’ (WCBV)
- sites in other locations in the ‘Western Corridor and Blackwater Valley’ (WCBV)

- those sites around the main settlement outside the WCBV (Odiham including North Warnborough)

For reference, the South East Plan clearly states that that part of Hart within the WCBV should be where the vast majority of housing in the plan period is located³⁵.

- 6.7 Conversely, the area outside the WCBV, which includes Odiham, will have to accommodate a target of 100 dwellings in the plan period. This will therefore influence the scale of any allocated sites outside the WCBV.
- 6.8 The cumulative number of dwellings which could be facilitated on these sites is approximately 5000. This is far in excess of that needed to meet the SEP housing target. Accordingly, only some of the sites may need to be allocated in the plan period.

³⁵ South East Plan Policies H1 (Regional Housing Provision 2006-2026), WCBV3 (Scale and distribution of housing development), AOSR2 (Scale and location of housing development 2006-2026)

Figure 6.1: LDF Candidate sites adjacent to the main settlements within the South East Plan Western Corridor and Blackwater Valley (WCBV) sub-regional area

Settlement - Site		Estimated Dwelling Capacity
HOOK		
1	SHL1/SHL2: Land north-east of Hook, Hook	500
2	SHL5 Land north-west of Hook	1000
3	SHL7 Land at Reading Road, Hook	75
4	SHL8 Land at Sheldons Lane, Hook	120
5	SHL9 Land at Owens Farm, Hook	70
Total		1765
YATELEY		
6	SHL103 Land adjoining Crosby Gardens, Yateley (in Eversley Parish)	30
Total		30
FLEET and CHURCH CROOKHAM		
7	SHL36 Dachs Lodge, Church Crookham	40
8	SHL40 Grove Farm, Fleet	400
9	SHL43 Hitches Lane transitional land, Fleet	40
10	SHL46 Watery Lane, Fleet	250
11	SHL52 Pale Lane Farm, Elvetham Heath, Fleet	800
12	SHL125 Area south of Hitches Lane site, Fleet	175
13	SHL112 Land at Redfields Lane, Church Crookham	100
14	SHL90 Stillers Farm, Ewshot Lane, Church Crookham	150
15	SHL130 QEB (area outside current settlement boundary)	200
16	Fleet town centre 'broad location'	200
Total		2355

HARTLEY WINTNEY		
17	SHL89 Land adjacent to Causeway Green, Hartley Wintney	120
18	SHL96 Rifle Range Farm, Hartley Wintney	125
Total		245
TOTAL (Main settlements in WCBV):		<u>3902</u>

Figure 6.2 Other LDF Candidate sites within the South East Plan WCBV sub-regional area

Settlement – Site		Estimated Dwelling Capacity
WINCHFIELD		
19	SHL124 Land at Winchfield, Winchfield	1000
20	SHL84 Land at Winchfield Lodge, Winchfield	100
21	SHL81 Land adjacent to Beauclerk Green, Winchfield	20
Total		1120
TOTAL (Winchfield):		<u>1120</u>

Figure 6.3: LDF Candidate sites outside the main settlements in the ‘rest of Hampshire’ area as defined in the South East Plan

Settlement – Site	Estimated Dwelling Capacity
ODIHAM/NORTH WARNBOROUGH	
22 SHL57 Land adjacent to Queens Road, Odiham	75
23 SHL65 Land at Dunley's, Odiham	50
24 SHL66 Rear garden of 4 Western Lane, Odiham	15
25 SHL119 Land at rear of Longwood, West Street, Odiham	5
26 SHL68 Land adjacent to Archery Fields, Odiham	80
27 SHL64 Land at Hatchwood Farm, Odiham	50
28 SHL60 Land at Rough Cottage, North Warnborough	5
Total	280
TOTAL (Main settlements outside WCBV):	<u>280</u>

7 Excluded sites

- 7.1 Listed below are those sites that were submitted to the Council but are, for whatever reason, considered to be unsuitable as potential market or mixed housing sites. It is unlikely that the status of most of the sites will change during the plan period in light of their location or proximity to designated sites for nature conservation or Environment Agency flood zones, inter alia. However, as outlined, some sites which are in alternative uses currently, such as recreational open space or allocated for employment use, may be subject to change in light of other LDF evidence base work. These sites and the primary reasons for their exclusion from further consideration are provided in Figure 7.1.

[Rural exception sites](#)

- 7.2 Rural exception sites are those sites where planning policies would normally prevent development, but where an exception is made to deliver affordable housing for local people. Figure 8.1 below is a list of sites which were either submitted in the SHLAA consultation process specifically for rural affordable housing or were excluded for consideration as market housing sites, but are considered potentially suitable for a rural exception affordable housing scheme.
- 7.3 The potential dwelling capacity from these sites is not included in the housing land supply due to the multitude of uncertainties that surround their deliverability. However, developments of this type will be included in future iterations of the SHLAA once a planning application has been submitted and, as with all residential developments, will count towards the RSS housing target when completed. The Council will continue to work with local communities and landowners, including those who have submitted sites within the SHLAA, to bring forward suitable rural exception affordable housing schemes.
- 7.4 Additionally, sites that have come forward around the six main settlements identified in Paragraph 3.13, could also be considered in the future for potential rural exception affordable housing schemes, if it is subsequently determined that will not be included as a market/mixed housing allocation in the LDF plan period.

Figure 7.1: Sites excluded from further consideration in the SHLAA

Site	Summary of reason(s) for being discounted
SHL3 Land at Searl's Farm, Hook	EA flood zone; poorly related to existing settlements
SHL4 Land at Totters Farm, Hook	EA flood zone; poorly related to existing settlements
SHL6 Land at Holt Lane, Hook	EA flood zone
SHL10 Landata House, Hook	Site is within an employment area and protected for employment use under Policy URB7 of the Local Plan inter alia
SHL11 Land at Moulsham Lane, Yateley	EA flood zone
SHL12 Hill Farm and Leafy Oak Farm, Yateley	Within 400m of the Thames Basin Heath Special Protection Area
SHL13 Land at Moulsham Lane 2, Yateley	EA flood zone
SHL14 Land east of Sandhurst Road, Yateley	EA flood zone
SHL16 Land at Clarks Farm, Derby Green	Site allocated for employment use
SHL17 Land at Darby Green, Yateley	EA flood zone; Blackwater Valley SSSI
SHL18 Land at Winton Crescent, Yateley	Site is protected as recreational and open space under Policy URB21 of the Local Plan inter alia
SHL20 Minley Manor Barracks, Blackwater	Poorly related to existing settlements; in open countryside
SHL21 Linklater Cottages, Blackwater	Poorly related to existing settlements; in open countryside
SHL23 Land at Eversley Cross	Potentially out of scale with existing settlement; not on list of main settlements as set out in paragraph 3.9
SHL24 Site south of the A327, Eversley	Potentially out of scale with existing settlement; not on list of main settlements as set out in paragraph 3.9
SHL25 Site to rear of Primary School, Eversley	Site too small for consideration within SHLAA process
SHL26 Land north of Reading Road, Eversley	Not on list of main settlements as set out in paragraph 3.9
SHL27 Blackwater House, Eversley	Site too small for consideration within SHLAA process
SHL28 26-32 Bowenhurst Road, Fleet	Blanket TPO and concerns over impact on local character
SHL32 Brickyard Plantation, Fleet	Site has permission for employment use
SHL35 Cody Park South, Pyestock	Site allocated for employment use; poorly related to existing settlements
SHL37 Elmwood & Middlewood, Fleet	Was submitted for residential institution use only which is outside the scope of the SHLAA

Site	Summary of reason(s) for being discounted
SHL41 Imac Systems, Fleet	Site is in employment use
SHL42 Camden Walk, Fleet	Unknown availability
SHL44 Larmer Close, Fleet	Loss of informal open space, contrary to Policy URB22
SHL50 Site at Waterfront Business Park, Fleet	Site is in employment use
SHL51 Fitzroy Road, Fleet	Effect on character of Conservation Area
SHL53 Land at Stroud Lane, Crookham Village	Poorly related to existing settlements; not on list of main settlements as set out in paragraph 3.9
SHL54 Land adjacent to Dogmersfield Primary School, Dogmersfield	Not on list of main settlements as set out in paragraph 3.9
SHL55 Land at Church Lane, Dogmersfield	Not on list of main settlements as set out in paragraph 3.9
SHL56 Land opposite Briar Cottage, Dogmersfield	Not on list of main settlements as set out in paragraph 3.9
SHL58 Land at Hook Road/Bridge Road, North Warnborough	Proximity to Basingstoke Canal SSSI; possible effect on character of Conservation Area
SHL59 Land at Mill Corner, North Warnborough	EA flood zone; poorly related to existing settlements; potentially out of scale with existing settlement
SHL61 Land to the rear of the Jolly Miller Public House, North Warnborough	Proximity to Basingstoke Canal SSSI; possible effect on character of Conservation Area
SHL62 Chapel Cottage, Potbridge	Poorly related to existing settlements; in open countryside; not on list of main settlements as set out in paragraph 3.9
SHL67 Close Meadow, Odiham	Possible effect on character of Conservation Area
SHL70 Stables at Lees Cottage, South Warnborough	Not on list of main settlements as set out in paragraph 3.9
SHL71 Land adjacent to Nash Meadows and Ridley's Piece, South Warnborough	Potential for a scale of development that would be unsuitable for a village the size of South Warnborough; not on list of main settlements as set out in paragraph 3.9
SHL72 Land adjacent to Four Acre Field, Crondall	EA flood zone; potentially out of scale with existing settlement; not on list of main settlements as set out in paragraph 3.9
SHL73 Land west of Crondall	Potential for a scale of development that would be unsuitable for a village the size of Crondall; potentially contrary to South East Plan; not on list of main settlements as set out in paragraph 3.9
SHL74 Land north-west of Crondall	Potential for a scale of development that would be unsuitable for a village the size of Crondall; potentially contrary to South East Plan; not on list of main settlements as

Site	Summary of reason(s) for being discounted
	set out in paragraph 3.9
SHL75 'Paddocks', Itchel Lane, Crondall	Site too small for consideration within SHLAA process
SHL76 Parsonage Meadow, Croft Lane, Crondall	Effect on character of Conservation Area
SHL77 Land adjacent to Ewshot Hall, Ewshot	Within 400m of the Thames Basin Heath Special Protection Area; not on list of main settlements as set out in paragraph 3.9
SHL80 'Tanglewood', Ewshot	Outside settlement boundary; not on list of main settlements as set out in paragraph 3.9
SHL83 Shapley Heath, Winchfield	Site of Importance to Nature Conservation (SINC)
SHL85 Land North of Cowfold Lane, Rotherwick	Not on list of main settlements as set out in paragraph 3.9
SHL86 Site of Old Brick Works, Rotherwick	Poorly related to existing settlements; in open countryside; not on list of main settlements as set out in paragraph 3.9
SHL87 Sites adjacent to Rotherwick village, Rotherwick	Not on list of main settlements as set out in paragraph 3.9
SHL88 Land adjacent to 13 Rotten Green	Poorly related to existing settlements; in open countryside
SHL91 Land adjacent to 10 Rotten Green	Poorly related to existing settlements; in open countryside
SHL92 Land adjacent to 8 Rotten Green	Poorly related to existing settlements; in open countryside
SHL93 Land at Springfield Avenue, Hartley Wintney	Within 400m of the Thames Basin Heath Special Protection Area
SHL94 SHL94 Land adjacent to Causeway Farm, Hartley Wintney	Site partly within Historic Park & Garden (Elvetham Hall)
SHL95 Nero Brewery, Hartley Wintney	Site in employment use
SHL97 Land adjacent to Calthorpe Houses, Hartfordbridge	Poorly related to existing settlements; in open countryside
SHL98 Land adjacent to the Orchard, Hartfordbridge	Within 400m of the Thames Basin Heath Special Protection Area; not on list of main settlements as set out in paragraph 3.9
SHL99 Land adjacent to 23 Elvetham Lane, Hartfordbridge	Not on list of main settlements as set out in paragraph 3.9
SHL100 Land adjacent to 24 Elvetham Lane, Hartfordbridge	Site too small for consideration within SHLAA process; not on list of main settlements as set out in paragraph 3.9
SHL101 Land adjacent to 11 Hulfords Lane, Hartfordbridge	Within 400m of the Thames Basin Heath Special Protection Area; not on list of main settlements as set out in paragraph 3.9
SHL102 Land adjacent to Swan Inn Bridge, North Warnborough	Basingstoke Canal SSSI; possible effect on character of Conservation Area
SHL105 Land and Buildings at Hazeley Bottom, nr Hartley Wintney	Within 400m of the Thames Basin Heath Special Protection Area; not on list of main settlements as set out in paragraph 3.9

Site	Summary of reason(s) for being discounted
SHLI06 Land at Darfield House, Cobbetts Lane, Yateley	Site too small for consideration within SHLAA process
SHLI07 'Heath End', Reading Road, Blackwater	Site too small for consideration within SHLAA process
SHLI08 Land adjoining Kingsley Road and Reading Road, Eversley Centre	Not on list of main settlements as set out in paragraph 3.9
SHLI09 Land adjoining Chequers Lane, Eversley Centre	Not on list of main settlements as set out in paragraph 3.9
SHLI10 Land to the rear of Albion, Hook Road, North Warnborough	Possible effect on character of Conservation Area
SHLI11 Hook Garden Centre, Reading Road, nr Hook	Poorly related to existing settlements; in open countryside
SHLI13 Elmfields, Redfields Lane, Church Crookham	Site too small for consideration within SHLAA process
SHLI14 Trimmers Cottage, Winchfield Hurst	Not on list of main settlements as set out in paragraph 3.9
SHLI15 Land at Green Lane, Rotherwick	Not on list of main settlements as set out in paragraph 3.9
SHLI16 Cross Farm, Crookham Village	Not on list of main settlements as set out in paragraph 3.9
SHLI18 Land at rear of Cross Farm, Crookham Village	Not on list of main settlements as set out in paragraph 3.9
SHLI20 The Stalle. Hulfords Lane, Hartfordbridge	Not on list of main settlements as set out in paragraph 3.9
SHLI21 240 Fleet Road, Fleet	Site in employment use
SHLI22 Land adjoining No. 5 Lyde Green, Rotherwick	Not on list of main settlements as set out in paragraph 3.9
SHLI23 Land at Murrell Green, London Road, Hook	Not on list of main settlements as set out in paragraph 3.9; poorly related to existing settlements
SHLI25 Land at Murrell Green (2), London Road, Hook	Not on list of main settlements as set out in paragraph 3.9; poorly related to existing settlements

8 Conclusions and next steps

- 8.1 As of January 2010 insufficient 'deliverable' and 'developable' sites have been identified for Hart District Council to meet the South East Plan housing target of 4,400 dwellings between 2006 and 2026. The shortfall stands at 1667 dwellings. However, as stated, the Hart LDF plan period will extend beyond this to 31 March 2028. Accordingly, the overall shortfall up to that date is 2107 dwellings.
- 8.2 In light of this report, and other emerging LDF evidence studies, the Council will need to consider what options are available to meet the identified shortfall and how this should be addressed through the emerging LDF.
- 8.3 As outlined, the SHLAA has identified a large number of 'potentially developable' sites adjacent to the main settlements to meet the identified shortfall, the LDF 'candidate sites'. The Council will need to consider through the LDF process which, if any, of these sites should be allocated for development.
- 8.4 It is proposed that the full LDF SHLAA, main report and supporting appendices, is made available to the public via the Hart website in Spring 2010.
- 8.5 It is also proposed that the SHLAA is updated on an annual basis to reflect the previous year's completions and any other additional information on sites that may have come forward, although it is not proposed that the SHLAA process will include another 'call for sites' before the adoption of the LDF Core Strategy.
- 8.6 Lastly, to reflect the requirements of the CLG guidance, the SHLAA will be subject to a critical review by a Housing Market partnership³⁶. The partnership will comprise key stakeholders in the development industry such as house builders and registered social landlords. The partnership meeting may also be conducted jointly with neighbouring Local Authorities.

³⁶ CLG SHLAA guidance, paragraphs 11-13