



# Annual Monitoring Report

## Planning and Development

December 2014

<b>Contents</b>	<b>Page</b>
1. Progress on Plan preparation	1
2. Housing development	2
3. SANG capacity	3
4. The SPA 'cap'	4
5. Duty to co-operate	5
6. Community Infrastructure Levy	7

## I. Progress on Plan preparation

I.1 The current Local Development Scheme (April 2014) is attached at Appendix I.

I.2 The following table shows for each document the stage reached in its preparation:

<b>Development Plan Document</b>	<b>Stage reached</b>	<b>If preparation is behind the LDS timetable, the reasons for this</b>
<b>Core Strategy (to be renamed Local Plan Strategy and Sites DPD)</b>	<p>Regulation 18 stage: Preparation of a Local Plan:</p> <p>Consultation on scope of the Sustainability Appraisal for the Local Plan took place in April 2014.</p> <p>Consultation on Strategic Growth Options took place 14<sup>th</sup> August 2014 and finished 10<sup>th</sup> October 2014</p>	<p>On schedule for Publication (Regulation 19 stage) in October 2015.</p> <p>Consultation on a draft plan stage in March 2015 is unlikely to take place. The LDS will be updated accordingly.</p>
<b>Developer Contributions to Leisure and Open Space Facilities</b>	Regulation 18 stage: Preparation of a Local Plan.	The LDS indicated publication in November – December 2014. Consideration is being put to including this policy in the Local Plan Strategy and Sites DPD, informed by an open space, sport and recreation study currently underway.
<b>Development Management Polices DPD</b>	Not yet started	n/a

I.3 During 2014 five **Neighbourhood Plan** areas have been designated within Hart District. These are the parishes of: Odiham, Crookham Village, Rotherwick, Hook, Hartley Wintney. A further area, Winchfield, is awaiting confirmation of designation. Information on Neighbourhood Planning can be found at <http://www.hart.gov.uk/neighbourhood-planning> .

## 2. Housing development

2.1 Between 1<sup>st</sup> April 2013 and 31<sup>st</sup> March 2014, 264 **new dwellings** were completed, of which 46 were defined as **affordable**.

2.2 The table below sets out housing completions in Hart against prevailing targets back to 1996:

	Year	Housing requirement	Source	Completions		
1	1996/97	317	Structure Plan <sup>1</sup>	308	-9	Deficit
2	1997/98	317	Structure Plan	364	47	Surplus
3	1998/99	317	Structure Plan	163	-154	Deficit
4	1999/00	317	Structure Plan	211	-106	Deficit
5	2000/01	317	Structure Plan	294	-23	Deficit
6	2001/02	317	Structure Plan	341	24	Surplus
7	2002/03	317	Structure Plan	443	126	Surplus
8	2003/04	317	Structure Plan	567	250	Surplus
9	2004/05	317	Structure Plan	642	325	Surplus
10	2005/06	317	Structure Plan	527	210	Surplus
11	2006/07	317	Structure Plan	396	79	Surplus
12	2007/08	220	South East Plan	229	9	Surplus
13	2008/09	220	South East Plan	52	-168	Deficit
14	2009/10	220	South East Plan	-17	-237	Deficit
15	2010/11	220	South East Plan	70	-150	Deficit
16	2011/12	236	Hart Core Strategy <sup>2</sup>	326	90	Surplus
17	2012/13	?	No target <sup>3</sup>	197	?	?
18	2013/14	?	No target <sup>4</sup>	264	?	?

2.3 The Council publishes five year land supply statements separately, available at <http://www.hart.gov.uk/Current-planning-policy-guidance>. There is no local plan housing target, so the 5 year housing requirement is based on Hart's objectively assessed housing need of 359 dwellings per annum between 2011 and 2032 identified in the Strategic Housing Market Assessment for Hart, Rushmoor and Surrey Heath (published December 2014).

<sup>1</sup> Hampshire County Structure Plan Review (1996-2011) set Hart a figure of set a target for Hart of 4,750 dwellings over that period, i.e. 317 per annum.

<sup>2</sup> Pre-Submission Draft published November 2012 had a requirement of 236 per annum.

<sup>3</sup> The Hart Core Strategy was withdrawn on 30<sup>th</sup> September 2013. AMR had no target against which to compare housing supply

<sup>4</sup> The draft SHMA was not published until May 2014, so there was no target for the year 2013/14

### 3. SANG capacity

- 3.1 To facilitate residential development within the SPA<sup>5</sup> zone of influence the Council has adopted an **Interim Avoidance Strategy (IAS)**<sup>6</sup>. This enables developers to mitigate housing development via financial contributions towards off-site SANG (Suitable Alternative Natural Greenspace) and SAMM (Strategic Access Management and Monitoring).
- 3.2 The IAS contains two SANG sites: one at Hitches Lane, Fleet; and one at Hawley Meadows, Hawley. The latter is shared with Rushmoor and Surrey Heath authorities. There are other SANGs in Hart which the Council does not own or manage but which can be used to mitigate housing development subject to the agreement of the SANG owner and compliance with avoidance strategy principles.
- 3.3 The table below sets out the remaining capacity for SPA mitigation at SANG sites in Hart. This data is updated quarterly and published at <http://www.hart.gov.uk/Current-planning-policy-guidance>.

#### Remaining capacity of all SANG land in Hart at 30<sup>th</sup> September 2014

Suitable Alternative Natural Greenspace (SANG)	Total SANG Capacity (persons)	Persons allocated to date	Remaining unallocated capacity (persons)	Approximate remaining capacity (dwellings)
Hitches Lane, Fleet	2240	1129	1252 <sup>7</sup>	522
Hawley Meadows and Blackwater Park	1139	131	236 <sup>8</sup>	98
Bassetts Mead (Hook Parish Council)	1113	120	993	412
Queen Elizabeth Barracks / Crookham Park <sup>9</sup> (private)	2050	256	1794	748
Clarks Farm (Swan Lakes) <sup>10</sup> Yateley	305	188	0	0
Dilly Lane / Queen Elizabeth II Fields, Hartley Wintney (private)	341	341	0	0
				<b>620 public 1160 private 1780 total</b>

<sup>5</sup> Thames Basin Heaths Special Protection Area

<sup>6</sup> Available at <http://www.hart.gov.uk/Current-planning-policy-guidance>

<sup>7</sup> Application 13/02513/MAJOR adds 4.84ha of Hitches Lane SANG (605 persons, approx. 252 dwellings), and uses up 3.17ha (464 persons, approx. 193 dwellings)

<sup>8</sup> Release of share of Hawley Meadows and Blackwater Park SANG to Rushmoor BC and Surrey Heath BC – 386 persons each. Agreed at Cabinet – 17<sup>th</sup> July 2014

<sup>9</sup> Utilises 12ha / 1000 population

<sup>10</sup> Yateley Town Council SANG - Remaining capacity given to Surrey Heath

## 4. The SPA 'cap'

- 4.1 Notwithstanding the capacity of SANGs set out in the previous section, the Council's current position is that planning applications for residential development in Hart, within the SPA zone of influence, should be subject to a Habitats Regulations Assessment (HRA) if they would potentially result in Hart's South East Plan housing allocation (4,400 dwellings between 2006 and 2026) being exceeded. This position (referred to as the SPA 'cap') is set out in the Interim Housing Delivery Strategy (1<sup>st</sup> October 2013) available at <http://www.hart.gov.uk/Current-planning-policy-guidance> .

### *Reasoning behind the 'cap':*

- 4.2 The now revoked South East Plan allocated housing to districts and boroughs across South East England (excluding London). Hart District was allocated 4,400 homes for the period 2006-2026.
- 4.3 The Habitats Regulations Assessment (HRA) for the South East Plan only applies to the maximum number of homes allocated in the South East Plan. A higher housing number for Hart has not been set through an adopted local plan supported by an HRA.
- 4.4 In accordance with the precautionary principle, the Council's position is therefore that planning applications for residential development in Hart, within the SPA zone of influence, should be subject to an HRA if they would potentially result in Hart's South East Plan housing allocation being exceeded.

### *Monitoring*

- 4.5 The Council monitors housing completions and permissions since the 2006 base year of the South East Plan. As planning permissions for residential development within 5km of the SPA are granted so the 'headroom' available before the reaching the cap is reduced.
- 4.6 The latest information on remaining 'headroom' is available at <http://www.hart.gov.uk/Current-planning-policy-guidance> (see Interim Housing Delivery Strategy Monitoring). At 15<sup>th</sup> December 2014 there was remaining headroom of 173 dwellings.

## 5. Duty to Cooperate (DtC)

- 5.1 As the Council embarks on Local Plan 2011-32 a scoping exercise was carried out to identify and agree the relevant issues with partners, and begin to ascertain how these might be addressed. This letter was sent simultaneously with the consultation on the Housing Development Options consultation paper August 2014). The letter included a table of DtC issues and relevant partners (see Appendix 2) for comment.
- 5.2 A summary of the responses received to the Housing Options consultation and to the scoping letter are set out at Appendix 7 of the Summary of responses to the Housing Development Options Consultation Paper November 2014<sup>11</sup>.

### Duty to Cooperate - Housing

- 5.3 With regards to housing, the Council is working with Rushmoor and Surrey Heath authorities on a joint Strategic Housing Market Assessment (SHMA). Consultants are currently finalising the SHMA, which projects an objectively assessed housing need (OAHN) figure of 24,413 homes across the Housing Market Area between 2011 and 2032. In Hart the need is for 7,534 homes over that period which equates to 359 dwellings per annum.
- 5.4 A **Member Liaison Group** has been set up to progress the duty to cooperate in terms of agreeing the SHMA itself and also addressing housing delivery. This group has met three times and is working on:
- finalising the SHMA
  - joint working on SHLAAs and an Employment Land Review to establish sites for housing
  - delivering SANGs and sharing SANG capacity
- 5.5 The Thames Basin Heaths forms a significant constraint to housing delivery. The Council continues to cooperate on an ongoing basis with the work of the **Thames Basin Heaths Special Protection Area Joint Strategic Partnership Board** so that new housing is facilitated within the SPA zone of influence under the saved South East Plan Policy NRM6 and the JSPB Housing Delivery Framework.
- 5.6 The Council is helping neighbouring authorities gain access to SANG capacity to aid housing delivery in their areas:
- Capacity at the Hawley Meadows / Blackwater Park SANG on the eastern side of Hart is shared between Hart, Rushmoor and Surrey Heath. On 17<sup>th</sup> July 2014, at the request of both Rushmoor and Surrey Heath, Cabinet agreed to release some of Hart's remaining share of

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<sup>11</sup> Available at

[http://www.hart.gov.uk/sites/default/files/4\\_The\\_Council/Policies\\_and\\_published\\_documents/Planning\\_policy/Summary%20of%20Responses%20to%20Housing%20Options%20paper.pdf](http://www.hart.gov.uk/sites/default/files/4_The_Council/Policies_and_published_documents/Planning_policy/Summary%20of%20Responses%20to%20Housing%20Options%20paper.pdf)

SANG capacity at Hawley Meadows for use by those authorities (386 persons, approximately 161 dwellings each)<sup>12</sup>.

- Surrey Heath BC has used up spare SANG capacity at the Swan Lakes SANG in Yateley.
- Hart has agreed in principle to allow Basingstoke and Deane Council to access SANG capacity provided it does not prejudice the ability of Hart to deliver its housing requirement.

### **Duty to Cooperate - Economic development**

- 5.7 Hart, Rushmoor and Surrey Heath broadly comprise a functional economic area<sup>13</sup>. Together these three authorities are currently undertaking a joint Employment Land Review. This assesses business parks and industrial estates and will make recommendations regarding their future use in 2015. It is effectively a replacement for the previous study conducted by all three authorities jointly which was published in 2009.
- 5.8 Hart is also working jointly with Rushmoor on a retail/town centre study to establish the needs for retail and other town centre uses in both authority areas.

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<sup>12</sup> Cabinet 17 July 2014, Paper D Release of Spare Capacity at Hawley Meadows SANG to Rushmoor and Surrey Heath Councils.

<sup>13</sup> See 'Hart Functional Economic Area Analysis, Wessex Economics, August 2014



## 6. Community Infrastructure Levy

- 6.1 The Council consulted on a Preliminary CIL Charging Schedule between 3<sup>rd</sup> May 2014 and 14<sup>th</sup> June 2014.
- 6.2 The Council published a **draft CIL Charging Schedule** for consultation from 31<sup>st</sup> October 2014 to 12<sup>th</sup> December 2014.<sup>14</sup>

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<sup>14</sup> <http://www.hart.gov.uk/Emerging-planning-policy-guidance>

## APPENDIX I

### **Local Development Scheme: Third Revision**

**With effect from 4<sup>th</sup> April 2014**



This Local Development Scheme (LDS) sets out Hart District Council's programme for preparing its Local Plan (2011-2032). It supersedes the LDS 2<sup>nd</sup> Revision that was published in October 2012. The new Hart Local Plan will comprise more than one Development Plan Document (DPD). The timetable and key milestones are set out overleaf.

### Timelines for Hart Local Plan Development Plan Documents

	<b>Core Strategy</b>	<b>Developer Contributions to Leisure and Open Space Facilities</b>	<b>Development Management Polices</b>
<b>Subject matter</b>	Sets out the strategy and key policies and sites or broad locations for delivering housing, economic growth, infrastructure, and environmental protection.	A policy on developer contributions to open space, sport and recreation facilities	Policies and proposals that assist the development management process, either by adding detail to the core strategy, or covering issues not covered in the core strategy.
<b>Geographical area to which document relates</b>	The whole district	The whole district	The whole district
<b>Consulting on scope of the Sustainability Appraisal</b> The SA scoping report sets out the sustainability objectives used to appraise the effects of the DPD.	April 2014	Conducted in April 2011	September 2016
<b>Regulation 18: Preparation of a Local Plan</b> Opportunity for interested parties and statutory consultees to be involved at an early stage.	<b>July/August 2014</b> Consultation on Strategic Growth Options  <b>March 2015</b> Consultation on a Draft Plan	Consultation on a draft policy took place between 30 <sup>th</sup> July 2012 and 10 <sup>th</sup> September 2012	September 2016
<b>Regulation 19: Publication of a Local Plan</b> The Council publishes the plan. There follows a period of at least 6 weeks when representations may be received.	October 2015	November – December 2014	February 2017
<b>Regulation 22 - Submission</b> The Council submits the Local Plan to the Secretary of State with the representations received and a summary of those representations. There will follow an 'examination' by an Independent Planning Inspector – dates to be determined.	December 2015/January 2016	February 2015	April 2017
<b>Adoption</b> Subject to the outcome of the examination, the Council formally adopt the plan. These estimated dates are subject to the length of the process after submission, including the examination and receipt of the inspector's report.	July 2016	September 2015	August 2017

**APPENDIX 2****Duty to Cooperate issues and partners – scoping table for consultation with DtC bodies**

Issue	Suggested Partners involved
1. Mitigating the effects of new housing in the vicinity of the Thames Basin Heaths Special Protection Area	<ul style="list-style-type: none"> <li>• Hart District Council</li> <li>• Rushmoor Borough Council</li> <li>• Surrey Heath Borough Council</li> <li>• Waverley Borough Council</li> <li>• Guildford Borough Council</li> <li>• Bracknell Forest Borough Council</li> <li>• Woking Borough Council</li> <li>• Wokingham Borough Council</li> <li>• Elmbridge Borough Council</li> <li>• Runnymede Borough Council</li> <li>• Royal Borough of Windsor and Maidenhead</li> <li>• Hampshire County Council</li> <li>• Surrey County Council</li> <li>• Natural England</li> <li>• Enterprise M3 LEP</li> </ul>
2. Meeting the objectively assessed need for housing	<ul style="list-style-type: none"> <li>• Hart District Council</li> <li>• Surrey Heath Borough Council</li> <li>• Rushmoor Borough Council</li> <li>• Homes &amp; Community Agency</li> </ul> <p>In the event that housing needs cannot be met within this Housing Market Area (HMA), local authorities in HMAs that adjoin the Hart/Rushmoor/Surrey HMA will need to be approached.</p>
3. Meeting the needs of Travellers for Transit Sites.	<ul style="list-style-type: none"> <li>• Hart District Council</li> <li>• Rushmoor Borough Council</li> <li>• Basingstoke &amp; Deane Borough Council</li> <li>• Hampshire County Council</li> </ul> <p>We anticipate that permanent pitch provision will be dealt with by individual authorities meeting their own needs, with the possible exception of Rushmoor where under the withdrawn Core Strategy, Hart agreed to take their single pitch need.</p>
4. Meeting the need for employment land across the functional economic area	<p>Core partners:</p> <ul style="list-style-type: none"> <li>• Hart District Council</li> <li>• Surrey Heath Borough Council</li> <li>• Rushmoor Borough Council</li> <li>• Enterprise M3 LEP</li> </ul> <p>Other partners:</p> <ul style="list-style-type: none"> <li>• Basingstoke &amp; Deane Borough Council</li> </ul>

Issue	Suggested Partners involved
	<ul style="list-style-type: none"> <li>• Bracknell Forest</li> <li>• Wokingham</li> <li>• Waverley</li> <li>• Guildford</li> <li>• East Hampshire</li> <li>• Windsor &amp; Maidenhead</li> </ul>
<p>5. Meeting the need for Retail &amp; Leisure across the functional economic area</p>	<p>Core partners:</p> <ul style="list-style-type: none"> <li>• Hart District Council</li> <li>• Surrey Heath Borough Council</li> <li>• Rushmoor Borough Council</li> <li>• Enterprise M3 LEP</li> </ul> <p>Other partners:</p> <ul style="list-style-type: none"> <li>• Basingstoke &amp; Deane Borough Council</li> <li>• Bracknell Forest</li> <li>• East Hampshire</li> <li>• Guildford</li> <li>• Reading Borough Council</li> <li>• Wokingham</li> <li>• Waverley</li> </ul>
<p>6. Infrastructure: Mitigating the impacts of development on the strategic and local highway network and on public transport networks</p>	<ul style="list-style-type: none"> <li>• Highways Agency</li> <li>• Hampshire County Council (Highways Authority)</li> <li>• Office of Rail Regulation</li> </ul> <p>Potentially other local authorities depending on results of transport assessment work, most likely to be:</p> <ul style="list-style-type: none"> <li>• Surrey County Council,</li> <li>• Wokingham Borough Council,</li> <li>• Bracknell Forest Council,</li> <li>• Basingstoke &amp; Deane Borough Council</li> <li>• Waverley Borough Council</li> <li>• Surrey Heath Borough Council</li> <li>• Rushmoor Borough Council,</li> <li>• Waverley Borough Council</li> <li>• East Hampshire District Council</li> </ul>
<p>7. Infrastructure: Meeting Education needs</p>	<ul style="list-style-type: none"> <li>• Hampshire County Council (Education Authority)</li> </ul>
<p>8. Infrastructure: Meeting Health needs</p>	<ul style="list-style-type: none"> <li>• North Hampshire Clinical Commissioning Group</li> <li>• North East Hampshire &amp; Farnham CCG</li> </ul>