

## **Hart District Local Plan 2011-2032**

# **Refined Options for Delivering New Homes**

## **We want your views**

**Public Consultation until 4pm on Friday 18 March 2016**

**February 2016**

## What is this consultation about?

We are preparing a Local Plan for Hart. It will set out where new homes should be built in the district up to 2032.

**Our priority will be to deliver new homes on brownfield land (i.e. land that has previously been developed). However we do not think there will be enough brownfield land available to meet our needs. Any development that cannot be built on 'brownfield land' will have to be delivered elsewhere. This will essentially be on 'greenfield' sites outside our towns and villages. The possible 'greenfield' approaches are set out in Questions 4 and 5.**

This document sets out some alternative approaches which we could use if we have to build on 'greenfield' sites. Each approach has its own advantages and disadvantages and it is important that you let us know what you think. This consultation also asks for your comments on individual sites which could possibly be developed.

This document is not a draft Local Plan (that will come later); it is a consultation document asking questions to gather your ideas for shaping the Local Plan. It replaces the document which we consulted on in November 2015 because we have clarified that within Approach 1 it includes the Parishes of Dogmersfield, Crookham Village and Heckfield.

## What happens next?

The results from this consultation, along with further background evidence, will inform the preparation of a draft Local Plan which we want to consult on in Summer 2016. We would also welcome your views on our 'Draft Vision and Strategic Priorities', which we are consulting on separately.

## How to get involved

We want to learn your views via our Response Form which is available at [www.hart.gov.uk/local-plan-consultation-2016](http://www.hart.gov.uk/local-plan-consultation-2016)

For more information, you can view the consultation document, including our background evidence, [online](#)<sup>1</sup>. Paper copies of the document can be viewed at the Council Offices in Fleet, at Town and Parish Council Offices and at local libraries. All responses which we receive will be available to the public to view, although personal contact details will not be shown.

## Contacts

If you have any questions, please contact the Planning Policy Team by:

**Emailing to:** [planningpolicy@hart.gov.uk](mailto:planningpolicy@hart.gov.uk)

**Writing to:** Planning Policy, Hart District Council, Fleet, GU51 4AE

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<sup>1</sup> Available at [www.hart.gov.uk/planning-policy](http://www.hart.gov.uk/planning-policy)

# Foreword

Thank you to all those who took part in our public consultation on possible new home growth strategies at the end of summer 2014 when we were beginning to develop ideas for our new Local Plan. This new consultation is an additional phase to help us address issues identified in the previous consultation before moving to the more formal 'draft Local Plan' in summer 2016.

In this Refined New Home Options document, we have listened to the views previously expressed, undertaken further technical work and held discussions with infrastructure providers and key stakeholders. You will also find suggestions for how we could distribute growth across the district.

We are also seeking your views on what the most preferable sites are to release for new home development including asking for your comments on possible opportunities to deliver homes for elderly people and sites for the travelling community. Anyone can comment on any matter in this Consultation Paper but we will pay particular regard to the views of those residents who live near any of the individual sites identified in the New Homes Site Booklet.

Once we have heard your views we will move forward to a draft Local Plan consultation in the summer of next year, before finalising it and submitting it for public examination by an independent planning inspector. By making these decisions through a Local Plan, we can compare options and sites and choose the best. We can also make sure we retain a strong position in maintaining the required 5-year land supply for new homes. This will help protect our communities from unwelcome speculative planning applications from developers. Our new Local Plan will provide a framework of policies to guide neighbourhood plans, something upon which we are very proud that our communities in Hart are embracing to help guide and plan their own futures.

Your input is important to us. We therefore urge you to take part in this consultation and help us to shape the next stage of these important decisions.

Stephen Parker Leader  
Hart District Council

## CONTENTS

Foreword	3
Why are we consulting now?	6
What have we done so far?	7
What you have said	8
What other key stakeholders have said	8
What decisions have we made?	8
Testing	9
Why do we need more homes?	11
Additional housing need issues to address in Hart	11
How many more homes are we planning for?	14
Helping to meet possible Rushmoor or Surrey Heath unmet need for new homes	14
Development within Hart since 2011	16
How can we meet our need for more homes?	17
Where could the new homes go?	18
Environmental Constraints on the choices where Hart can grow	20
The Constraints in combination	21
What land will we include in our calculations to show that we will meet our need for new homes?	22
What scale of development will be appropriate for each individual area?	23
What should be our distribution of growth priority?	25
After that what should be our approach?	27
Other approaches to distributing growth	30
How should we plan for the additional new homes?	30
Approach 1: Disperse development throughout towns and villages within 5km of the TBHSPA	32
Approach 2: Strategic expansion on the edge of one or more of the main settlements	36
Approach 3: Focus growth on a new settlement at Winchfield	41
New Home Site Options	47
Neighbourhood plans	50
Glossary of Terms	51
Appendix 1 - Brownfield SHLAA sites in Hart	55

## Figures and Maps

Figure 1 How many more homes?	15
Figure 2 Proportion of Growth in Hart since 2011 relative to "brownfield" and within settlements v "greenfield" development	16
Figure 3 Proportion of where growth has taken place within Hart since 2011	17
Figure 4 Land in Hart that has been promoted in Hart by landowners as being available for development and which has been shortlisted for further assessment	19
Figure 5 Major constraints superimposed onto available site opportunities	21
Figure 6 Map of Hart Settlement hierarchy (2010)	24
Figure 7 Land in Hart that lies beyond the TBHSPA 5km zone of influence	26
Figure 8 Approach 1: Dispersal opportunities within TBHSPA zone of influence	34
Figure 9 Approach 2: Focused expansion on the edge of settlements	37
Figure 10 Approach 2 – Pale Lane and west of Fleet opportunity	39
Figure 11 - Approach 2 – West of Hook opportunity	40
Figure 12 Approach 3 – New Settlement opportunity - indicative location.	42
Figure 13 - Approach 3 – Area of search for Winchfield new settlement opportunity	44
Figure 14: Brownfield SHLAA sites in Hart	56

## Why are we consulting now?

1. We are preparing a new Local Plan for Hart. The Local Plan will set out policies for change and include a strategy for delivering growth in Hart up to 2032. It will identify appropriate areas and sites for development, such as new homes, jobs and schools. It will also set out how valuable historic assets and the natural environment will be protected and enhanced.
2. One of the key issues that the Local Plan needs to address is the need for new homes. We must identify the most positive way to plan for the additional growth identified in a study that identifies the level of need for new homes called the Strategic Housing Market Assessment (or SHMA). Preparing a new Local Plan now will ensure that we remain in control of where new development takes place.
3. To do this we have been working closely with our partners Rushmoor Borough Council and Surrey Heath Borough Council, as we are planning new homes within a shared 'Housing Market Area' (HMA). We recognise that decisions made in one council area, particularly on new home matters, often need to be coordinated with those made in neighbouring areas. The Government expects to see such collaborative working between Councils in areas that have strong demographic links with each other.
4. The Government has also made clear its policy is one of development and growth and is urging councils to draw up local plans to deliver that growth immediately. It has set a deadline for the spring of 2017 for all councils to get up-to-date local plans in place otherwise it says it will intervene to impose local plans on local authorities. This would mean that we would have less influence locally in determining where future development or growth will take place.
5. The Local Plan will set out a strategy for delivering sustainable growth in Hart; identify appropriate areas and sites for development, along with the necessary infrastructure to support this growth. The plan will also set out policies, which will be used for determining planning applications.
6. We have provided this additional round of consultation to allow an opportunity to further capture your views at this early plan shaping stage. We want your opinion on the possible strategies that we should pursue to deliver the new homes that are needed. We also ask for your views on which sites would be preferable to release for development to meet that need.

## What have we done so far?

7. During September and October 2014, we held our first round of public consultation, which considered the potential new home growth options. We commissioned a series of background studies and areas of research which led to us publishing a [‘Housing Development Options’ paper<sup>2</sup>](#). As that consultation was a blank canvas, we suggested five different ways in which we could plan for the additional new home growth and asked for your comments and other suggestions on the growth strategy that you thought we should follow. It also referred in passing to other employment, retail and infrastructure needs.
8. In summary the options were:



### Option 1 - Settlement Focus

We try and build as much as we can within our existing towns and villages



### Option 2 - Dispersal Strategy

New Home growth is spread right across the District so that each town and village takes a share of the new growth



### Option 3 - Focussed Growth (Strategic Urban Extensions)

This would focus the growth on the edges of one or two of the existing towns in Hart.



### Option 4 - Focused Growth (New Settlement)

This would create a new town or village in Hart. However, as it could take up to 10 years before any homes are built, it would need to be combined with another option.



### Option 5 - Special Protection Area Avoidance Strategy

Prioritising development away from the Thames Basin Heaths SPA Zone of Influence. This would push the growth towards the south east of the district (Odiham, North Warnborough, South Warnborough, Long Sutton), away from the environmentally sensitive Special Protection Area (SPA), located in the north and east of the district.

9. That paper recognised that whilst it may be possible for one of the options to meet Hart’s growth needs, it is more likely that two or more of the options will need to be followed in combination.

<sup>2</sup> Available at <http://tinyurl.com/nogcte3>

## What you have said

10. We received **684** responses to our consultation, which have helped us refine our new home distribution options. In summary the key points were:
- When asked for everyone's preference for the options for growth, Option 1 (within settlements) and Option 4 (new settlement) emerged as the two most preferred options. They were followed by Option 3 (strategic urban extensions), Option 2 (Dispersal) and Option 5 (SPA avoidance) in that order.
  - When asked whether even the smallest villages should see some new homes. **322** respondents said 'yes'; **151** said 'no'.
  - A number of responses challenge the methodology that we had used to calculate a future need for new homes and suggest that the Hart's need for new homes was much higher.

## What other key stakeholders have said

- Hampshire County Council (HCC) preferred strategic developments to dispersal as it offers more scope for on-site school provision. In particular, HCC stated that the new settlement option provides the best opportunity to provide additional primary schools and to consider the provision of a new secondary school.
- Thames Water identified several areas with capacity issues in different parts of the district, and on the implications of different options. Large-scale development, particularly a new settlement, offered the best opportunity to deliver infrastructure solutions particularly for waste water.
- Rushmoor and Surrey Heath alerted us to a potential shortfall in their ability to meet their own respective new home needs.

## What decisions have we made?

11. We considered all the comments and in November 2014 formed an initial view about how we might best plan for the future. We decided that to meet future new home needs our preference was to follow a combination of growth strategies but to primarily focus on creating a new settlement. Based upon our assessment of the availability and sustainability of potential sites we believe that the new settlement would be centred on the Winchfield area. This was agreed as a possible preferred approach to the distribution of new homes but, only as a strategy to be tested. It was not a final decision. The link to the decisions taken at that time are [here](http://tinyurl.com/qcssuvu)<sup>3</sup>.

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<sup>3</sup> Available at: <http://tinyurl.com/qcssuvu>



## Testing

12. The testing we decided to undertake is still ongoing as is the testing of all other options. The testing will go on in some form or other right up until we finalise the submission Local Plan. There is still much work to be done, but we have reached a point where we can now ask you if we are on the right track.

### **Site Testing**

All the potential sites for new homes identified to us have been independently assessed. This led to a shortlisting exercise whereby the worst performing sites were sifted out. The findings of this work were published in July 2015, setting out whether or not a site should be taken forward for further detailed assessment. The list of shortlisted sites was updated in October 2015. This work can be found [here](#)<sup>4</sup>. The detailed assessments of shortlisted sites, along with your feedback from this consultation, will be helpful to us when deciding on the final strategy, and in deciding which specific sites should be developed to deliver that strategy.

### **Infrastructure Testing**

We have been working with our partners to assess key infrastructure issues that need to be addressed if the Local Plan is to deliver its long-term growth objectives. This initial assessment of infrastructure has concentrated on providers of key infrastructure - transportation, schools and utilities - as a way of identifying major barriers. The testing is still on-going and future assessments will look at mitigation and delivery.

### **Transportation**

We recognise that transport is always a major concern when planning for future growth. Whichever strategy the Council chooses it will prepare a Transport Assessment to test the impacts of that strategy on the transport networks. We will also assess whether those impacts can be mitigated, and whether the cost of doing so will be viable. This will be a key piece of the evidence base that will be subject to consultation at a later stage with a draft Local Plan.

In the meantime, dialogue has started with the Highways Authority (Hampshire County Council), Highways England, (formerly the Highways Agency), Network Rail and South West Trains. Initial feedback on large scale sites suggests that at this stage no 'showstoppers' have been identified that would preclude any of the strategic sites coming forward albeit that it will be a challenge to identify sufficient mitigation measures. However, improvements to the transport infrastructure will certainly be needed whichever strategy is followed.

Should we decide on a new settlement at Winchfield, one of the questions will be whether a new motorway junction should be provided, or whether the existing road network should be upgraded (or both). A new motorway junction would have significant cost implications (at least £30m) and such a major solution would need to be justified and agreed by Highways England.

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<sup>4</sup> Available at <http://www.hart.gov.uk/Evidence-base>

## **Education**

As with transport, we recognise that for many residents education is a key concern when planning for more new homes. Hart has popular, well performing schools but with little or no spare capacity. Furthermore, not all schools have scope for expansion on their sites, and developments for new homes in Hart tend to generate higher 'pupil yields' than most other districts.

Hampshire County Council is the Education Authority with responsibility for providing adequate school places. Ultimately, it will determine how the long-term education needs of Hart will be met but it has indicated that there will need to be a significant increase in primary and secondary school place capacity regardless of which strategy for new homes is pursued.

The County Council has also indicated that strategic urban extensions and new settlement options provide the best opportunity to provide new primary schools, and that a new settlement provides the best opportunity to provide a new secondary school. This was an important factor in us selecting a new settlement as part of its preferred strategy, subject to testing, in November 2014.

Further work with the Education Authority is on-going. It may be that development in certain areas cannot take place because local schools cannot be expanded nor schools provided on-site because the sites are too small.

## **Health**

Health is another important issue, particularly with an ageing population, and we have started engagement with the health service providers. As with many of the infrastructure issues, the health service providers need to know where development for new homes will be going, and what types of homes are being planned, before they can start identifying specific needs for new medical facilities.

## **Utilities**

The main requirement is for the treatment of foul water. In general, existing capacities across the district are inadequate to deal with major growth. If a new settlement option is selected it could generate a need for a new sewage treatment works, although a thorough appraisal of upgrading the current network, at this locality and elsewhere across the district would need to be carried out first. We are working with Thames Water and the Environment Agency to understand more clearly where the pressures already exist on foul waste infrastructure and what improvements will be needed to support whatever new home distribution goes into the draft Local Plan.

## **Other Studies:**

The Local Plan will contain policies on a wide range of environmental, economic and social issues in addition to new home growth. These policies, and some of the studies behind them, are currently being developed. Background studies published so far can be found on our [web site](http://www.hart.gov.uk/Evidence-base)<sup>5</sup>.

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<sup>5</sup> Available at <http://www.hart.gov.uk/Evidence-base>

## Why do we need more homes?

13. A message we have heard through our previous consultations is that many people feel that we do not need so many additional new homes. Often, people feel new homes serve only to destroy green fields and brings with them additional stress and strain on local roads, schools and other services.
14. We are also aware through our previous consultations that many people feel we should re-develop derelict and redundant 'brownfield' sites instead of building on 'greenfield' land.
15. The population is however, growing for a variety of reasons – people are living longer and the number of people in each household is getting smaller. Growth in our area has also been historically driven in part by people moving into the area. The Government policy for new homes is to ensure that we supply enough new homes to meet the needs of both present and future generations and has signaled the need for many more homes to be built. This was reinforced in July 2015 when the Treasury published its Productivity Plan, "Fixing the Foundations: creating a more prosperous nation"<sup>6</sup>. Within it, the Government states its view that the UK has been failing to build enough homes to keep up with growing demand. This, it says, harms productivity and restricts labour market flexibility, and it frustrates the ambitions of thousands of people who would like to own their own home. *Fixing the Foundations* sets out the steps the Government will take to ensure more homes are built that people can afford, through planning reform, delivering 200,000 Starter Homes, extending the Right to Buy provisions, and reforming the Buy to Let market. The same message is given in the subsequent Government publication *Towards a one nation economy: A 10-point plan for boosting productivity in rural areas* (August 2015)<sup>7</sup> in which the Government wants to make it easier for villages to establish neighbourhood plans and allocate land for more new homes, including the use of rural exception sites to deliver Starter Homes
16. The Government has made its position very clear. It wants to see many more new homes delivered, not less, and it expects this to be reflected in both Local and Neighbourhood Plans.

## Additional housing need issues to address in Hart

17. In addition to meeting general new home needs, it will also be necessary for the Hart Local Plan to make provision for affordable homes and to meet the need for new homes of specific demographic groups. These include the needs of the older population and that of travelling communities.

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<sup>6</sup> Available at : <http://tinyurl.com/oyunn6m>

<sup>7</sup> Available at: <http://tinyurl.com/owhsxue>

### **Affordable<sup>8</sup> and Starter Homes<sup>9</sup>**

House prices in Hart have increased significantly in the last five years and households now need an income close to £60,000 to afford to buy one of the cheapest properties in the district, and about £25,000 to afford to rent the cheapest private rented properties. Around 40% of newly forming households have incomes lower than this and are not therefore able to rent or buy. Currently, we seek a proportion of affordable new homes to be provided on sites of a certain size. To increase the number of younger people owning their own home, the Government has introduced a requirement for starter homes to be provided. These will be homes built for first time buyers under 40 years of age and will be available at 20% less than the market price which will be not more than £250,000 outside London.

In preparing the Local Plan, we will have to ensure that affordable and starter homes are provided as part of the mix of dwellings built up to 2032.

### **Custom and Self Build Homes**

As part of the mix of new homes, we must also provide for the demand for custom and self-build homes in the district. The terms 'custom' and 'self-build' are used to describe situations where individuals or groups are involved in creating their own homes. This may include actually building all or part of a home themselves, or where a developer builds a new home to a specific individual specification.

We have created a custom and self-build register where people can register an interest in these types of homes. Information from this register will help to inform the development of policies on custom and self-build homes in the Local Plan. If you are interested in self-build and need a suitable plot, please register your interest with us (for more information see <http://www.hart.gov.uk/Evidence-base> ).

### **Homes for older people**

Homes and health are inextricably linked, and the value of living in a suitable home in a sustainable location becomes even more important as people get older. Being able to continue living independently for as long as possible may require some level of support, which could be provided through adaptations to the home, or receiving social care visits at home. However, other options can include moving to a more suitable property, perhaps a smaller home with no stairs, or to a home that is provided as part of a specialist home scheme such as 'Close Care', Extra Care Homes or other form of retirement homes. Providing options for people to 'downsize' to smaller or specialist homes can help free up family homes. Future projections show that more than 20% of all our need for new homes is for older people that require specialist accommodation.

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<sup>8</sup> Definition available at <http://tinyurl.com/o2ubmjd>

<sup>9</sup> Definition available at <http://tinyurl.com/ozn8o4k>

### **Travelling Communities**

The Gypsy and Traveller Accommodation Assessment published in May 2013<sup>10</sup> is available on our website. This shows the additional need for traveller sites although the need could be provided as part of a wider strategy involving other authorities. This study is to be updated in light of the Government's new 'Planning policy for traveller sites' (August 2015)<sup>11</sup>.



#### **Your Views....**

**Q1: Do you have any comments on how to meet the needs of specialist groups such as affordable and Starter Homes, Custom or self-build homes, specialist homes for older people, and sites for the Travelling Community?**



#### **Your Views....**

**Q2: Where are the sites within Hart District that you think may be appropriate for:**

- a) **Affordable and Starter Homes?**
- b) **Custom and Self Build Homes?**
- c) **Homes for older people?**
- d) **Travelling Communities?**

<sup>10</sup> Available at <http://tinyurl.com/q6hj4qn>

<sup>11</sup> Available at <http://tinyurl.com/oe4qgn>

## How many more homes are we planning for?

18. There is no simple answer as to how many additional homes are actually needed. Providing too few homes has negative impacts; providing too many homes also has negative impacts.
19. The Government produces regular projections for all local authorities, both for anticipated population growth and for the number of new households likely to be created by this growth. These figures do not tell us precisely how many new homes we should plan for, but they are an important guide in making a decision.
20. In 2014, together with Rushmoor and Surrey Heath, and using Government guidance, we prepared a study called a Strategic Housing Market Assessment (SHMA). The SHMA assesses these population changes, migration and other social and economic factors to produce possible growth figures. It resulted in the calculation of an 'Objectively Assessed Housing Need' (OAHN) of more than **24,400** new homes across Hart, Rushmoor and Surrey Heath (between 2011 and 2032) of which approximately **7,500** should be provided within Hart. To put this into context, at the 2011 Census there were 35,510 homes in Hart.
21. The following table shows that of the 7,500 new homes we need to deliver by 2032, we have, since 2011, already planned for 5,000 of them, which means that we need to find space for the remaining 2,500 new homes:

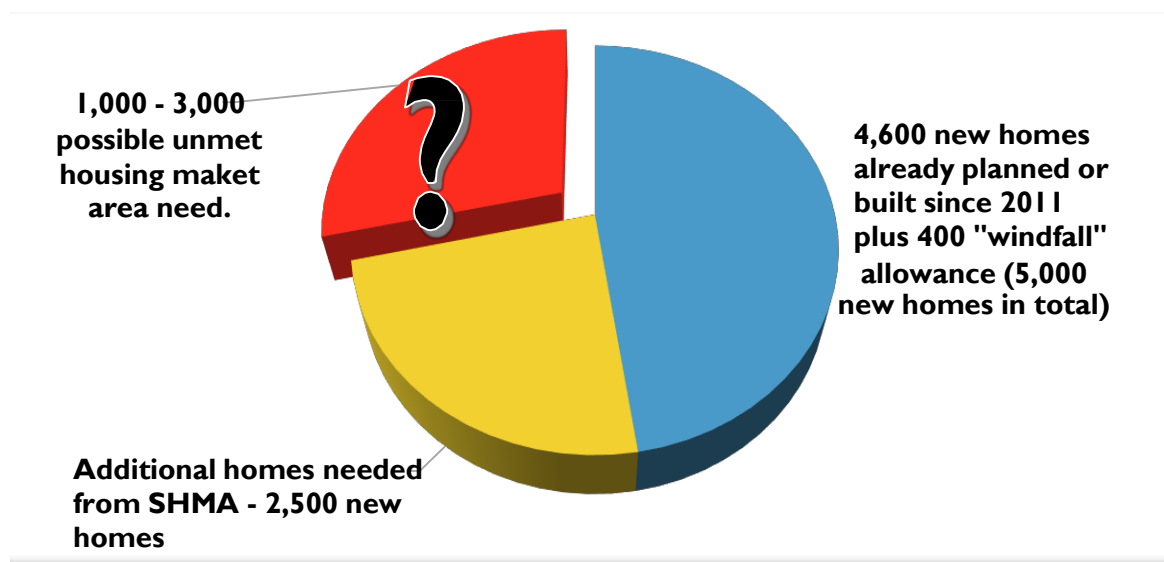
Hart's need for new homes (2011-2032)	<b>7,500</b>
New homes either built or planned as at 1 October 2015	<b>- 4,600</b>
Estimated "windfall" allowance	<b>-400</b>
New homes left to plan for by 2032	<b>2,500</b>

22. Because information on household projections and job growth continually keeps being updated as the economy climbs away from recession, we need at all times to keep the SHMA under review and every few years we are likely to revisit some of the assumptions that lie behind it. The current SHMA will be updated early in 2016 but for the time being we propose to progress with the Local Plan based on the current information available. When we publish our draft Full Local Plan in summer 2016, it will reflect any updated SHMA figures and it will have been informed by the outcome of this current consultation. If the updated SHMA suggests that there should be a major change in how many new homes we should be delivering by 2032, we may carry out a complete review of the current position and revisit this current consultation paper.

## Helping to meet possible Rushmoor or Surrey Heath unmet need for new homes

23. The Hart Local Plan must have a clear strategy contained within it to explain how it will help meet in full, the whole housing market area needs.

24. We are working with both Rushmoor and Surrey Heath Borough Councils to assess their ability to meet their own need for new homes. Rushmoor however, has recently published a [draft 'preferred approach' local plan<sup>12</sup>](#), which identifies a shortfall of 1,600 homes. We have scrutinized Rushmoor's draft Local Plan and have raised an objection to the scale of the shortfall. We think that Rushmoor can do much more to meet its need for new homes. A copy of our objection to Rushmoor's draft Local Plan can be found [here<sup>13</sup>](#).
25. Meanwhile, Surrey Heath's capacity for new homes and its plans for dealing with meeting its needs are currently unknown. Based on Surrey Heath's work so far they could be approximately 1,800 homes short, although they are undertaking further work to identify more capacity and have stated that they will try to meet their own needs. One option open to Surrey Heath is to review its Green Belt boundaries to make more room to deliver the new homes that its communities need.
26. It is still too early to draw any conclusions, but there is a strong likelihood that under Government rules Hart may be legally obliged to take up some of this unmet need for new homes. For the purpose of this consultation, we would like you to consider a working assumption that we could need to plan for between 1,000-3,000 new overspill homes (in addition to Hart's own 2,500 new home need). See Figure 1.
27. We think that the way forward is for Hart to plan for our own housing needs, but to review the Hart Local Plan nearer the time that any shortfall from elsewhere in the housing market area has been confirmed. In the meantime, however, our Local Plan would still need to show that there are deliverable options to draw on, should they be needed. For example, strategic land releases, accelerated delivery of a possible new settlement, or simply selecting additional sites.



*Figure 1 How many more homes?*

<sup>12</sup> Available at <http://tinyurl.com/oojnqbq>

<sup>13</sup> Available at <http://tinyurl.com/ppfpjok>

## Development within Hart since 2011

28. Over the past few years, we have consistently met our targets for delivering new homes. We have managed this through a combination of sites being developed in and around our existing settlements including the ongoing redevelopment of the brownfield land at the former Queen Elizabeth Barracks site in Church Crookham.
29. Figure 1 shows that since 2011, we have already built or permitted approximately **4,600**<sup>14</sup> new homes through the completion of existing developments, granting permission for further development, and identifying certain deliverable and developable sites. We are therefore, well along the way to meeting our new home requirements to 2032. We could not have done this however, without development on "greenfield" sites including: land at North East Hook, an extension to St Mary's Park and the new development at Rifle Range Farm in Hartley Wintney, Hatchwood Farm and land south of Farnham Road Odiham, the second Edenbrook development on the edge of Fleet, Watery Lane Church Crookham, and Hawley Place Farm. The growth that has taken place has the following distribution patterns:

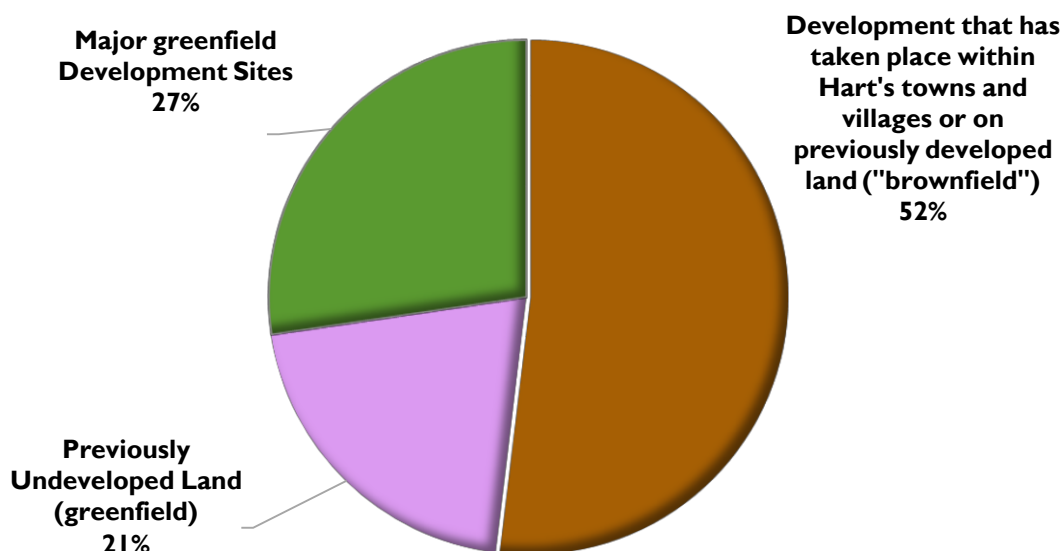


Figure 2 Proportion of Growth in Hart since 2011 relative to "brownfield" and within settlements<sup>15</sup> v "greenfield"<sup>16</sup> development

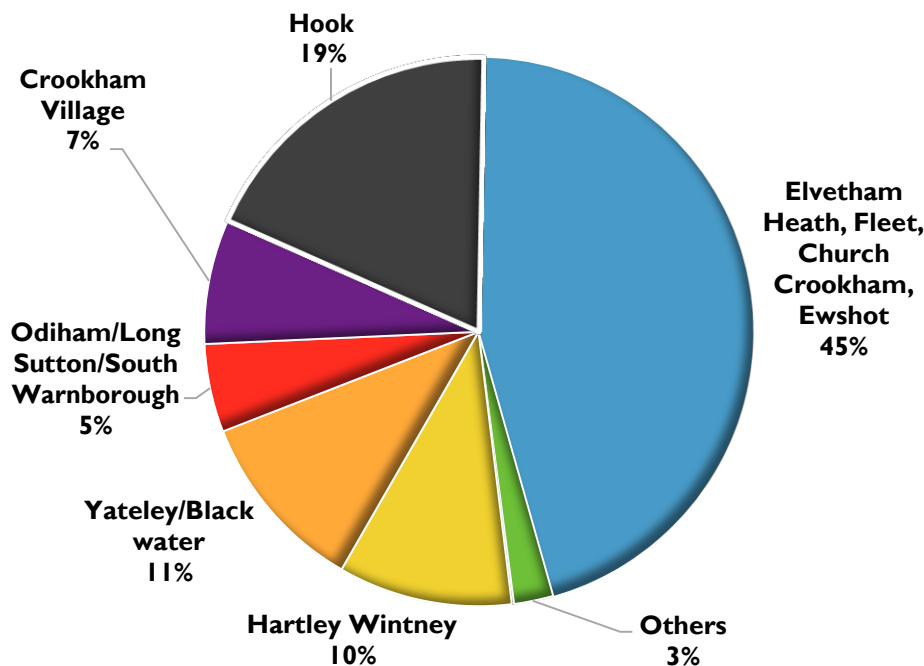
<sup>14</sup> This includes developments that have been completed, planning permissions granted and permitted development conversions from shops, agricultural, and office conversions to residential approvals.

<sup>15</sup> This includes development built or granted planning permission where it was on land occupied by a permanent structure, including the curtilage of the developed land, and also development within built-up areas such as residential gardens.

<sup>16</sup> This comprises all development that has taken place or been granted planning permission on land outside the built up area, usually farmland, and which had not previously been developed.



30. Of the **4,600** new homes already built or planned since 2011 the major proportion of the growth has occurred within the following parish areas:



*Figure 3 Proportion of where growth has taken place within Hart since 2011*

## How can we meet our need for more homes?

31. Firstly, by encouraging planning proposals for sustainable new home development. The new Local Plan will positively support the provision of new homes. We will support sustainable new home developments of all sizes which seek to meet the housing market area need for new homes, providing a range of home types, sizes and tenures and securing the maximum level of affordable homes, including Starter Homes, as a priority. The redevelopment of previously developed land<sup>17</sup> (often called ‘brownfield’ land) is a priority, and all known deliverable<sup>18</sup> and developable<sup>19</sup> brownfield sites are already “counted” towards the overall target. However, we have to be realistic and recognise that development of land not previously built on (greenfield land) will be necessary.

<sup>17</sup> Previously developed land, which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. This does not include land that is or has been occupied by agricultural or forestry buildings or land where the remains of any structures have long since blended into the countryside

<sup>18</sup> To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that homes will be delivered on the site within five years and in particular, that development of the site is viable.

<sup>19</sup> To be considered developable, sites should be in a suitable location for new home development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

32. Secondly, by identifying sufficient land to meet demand and offer a wide choice of high quality homes, including affordable homes.

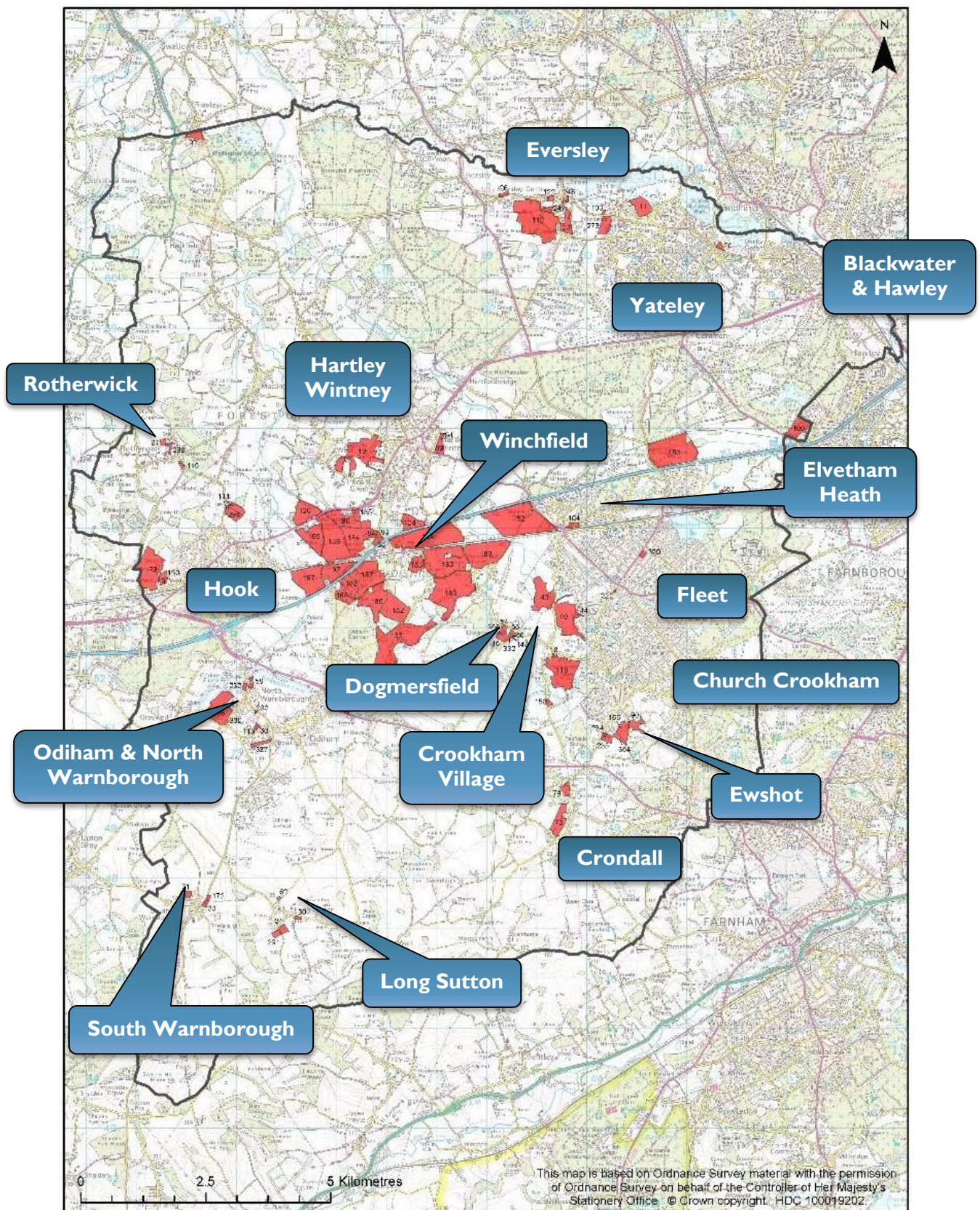
## **Where could the new homes go?**

33. We have prepared a [Strategic Housing Land Availability Assessment](#) (SHLAA) to understand which sites are available for development. This allows us to assess a range of different site sizes from small-scale sites to opportunities for large-scale developments such as village and town extensions and a new settlement.
34. The SHLAA does not in itself allocate sites for development and it is not a decision making document. It is however, an important source of evidence to help us find sites to meet the need for new homes<sup>20</sup>. We will use it as an appropriate mechanism for assessing land availability for new homes.
35. The pool of sites available for development suggests that, notwithstanding some constraints on where growth can take place, it will be possible to meet our own need for new homes.
36. There is however, limited capacity for new development within our towns and villages and it is unlikely that they will be able to accommodate all of the required need for new homes. Any development that cannot be built on brownfield land will have to be delivered elsewhere if needs are to be met. This will essentially be on new 'greenfield' sites outside of our towns and villages.
37. Important choices need to be made about how and where the 'greenfield' growth should be distributed. There are no straightforward answers and the approaches on pages 32-44 set out possible options. These range from concentrating development in certain areas to more dispersed options. We want your views on these options.

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<sup>20</sup> A large number of sites in the SHLAA are categorised as 'not currently developable'. This could be for a number of reasons. Some sites are subject to constraints that mean they are unlikely ever to be suitable for development. Other sites may be deemed 'not currently developable' purely because they are contrary to current [saved local plan policies](#) (available at <http://www.hart.gov.uk/local-plan>). Sites deemed to be 'not currently developable' are now being assessed for allocation in the Local Plan to meet housing needs (see paragraph 2.29 of the [SHLAA Main Report April 2015](#) available at <http://tinyurl.com/ozwardt>).





*Figure 4 Land in Hart that has been promoted in Hart by landowners as being available for development and which has been shortlisted for further assessment*

## **Environmental Constraints on the choices where Hart can grow**

38. Hart does not have any Green Belt or special national landscape designation (such as Areas of Outstanding Natural Beauty or National Parks) that would otherwise prevent Hart from growing. Subject to proper investment in infrastructure to meet the needs of new development, there is room to meet our own growth needs. However, the choices about where that growth can take place are restricted by certain internationally and nationally important constraints:

### **Thames Basin Heaths Special Protection Area**

The Thames Basin Heaths Special Protection Area (TBHSPA) spreads across the counties of Surrey, Hampshire and Berkshire. It comprises tracts of heathland, scrub and woodland, once almost continuous, but now fragmented into separate blocks, separated by roads, urban development and farmland. Within Hart the TBHSPA covers 2,500 hectares and includes Hazeley Heaths, Bramshill, Castle Bottom to Yateley and Hawley Commons, parts of Bourley and Long Valley, and Eelmoor Marsh.

The TBHSPA is well used for recreational purposes but it also supports important breeding populations of a number of birds of lowland heathland, especially Nightjar and Woodlark, both of which nest on the ground, often at the woodland/heathland edge, and the Dartford Warbler which often nests in gorse. These birds, because they nest on or near the ground, are subject to disturbance from walkers, dog walkers, bike users, and cat predation.

Because of this Natural England has identified that any additional homes up to 5km from the boundary of the TBHSPA is likely to have a significant effect on the integrity of the TBHSPA. There is a complete exclusion zone of 400m around the TBHSPA within which new homes are not to be allowed. New homes in the 400m to 5km zone can be allowed provided there is adequate mitigation put in place through the provision of Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring (SAMM) for the TBHSPA itself.

### **Sites of Special Scientific Interest (SSSI)**

Hart has many SSSIs (designated by Natural England) throughout the district. Some are large because they are part of the TBHSPA but many are small. All SSSIs are protected and should not be built on or adversely affected by development.

### **Flooding**

Hart has a number of rivers that flow either through it (the Rivers Hart and Whitewater) or along its eastern/northern edge (the River Blackwater). These rivers have floodplains wherein development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. The Environment Agency identifies the respective flood exclusion zones. In some areas, there are also problems with groundwater flooding and surface water flooding.

### **Historic Gardens and Parks**

The Historic England 'Register of Historic Parks and Gardens of special historic interest in England' identifies seven sites within Hart – these are assessed to be of



national importance. They are Bramshill Park, Dogmersfield Park & King John's Hunting Lodge, Elvetham Hall, Heckfield Place, Minley Manor, Tylney Hall, and Warbrook House. Registration is a 'material consideration' in the planning process, meaning that local councils must consider the impact of any proposed development on the landscapes' special character. In effect development within or close to these important heritage sites must be very sensitively controlled or even excluded all together.

## The Constraints in combination

39. If these nationally important constraints are combined and superimposed upon a map, it shows that, in combination, they are a significant limitation. They are still, however, not seen as such a constraint that Hart cannot meet its current growth needs but they do significantly limit the choice where growth could perhaps take place:

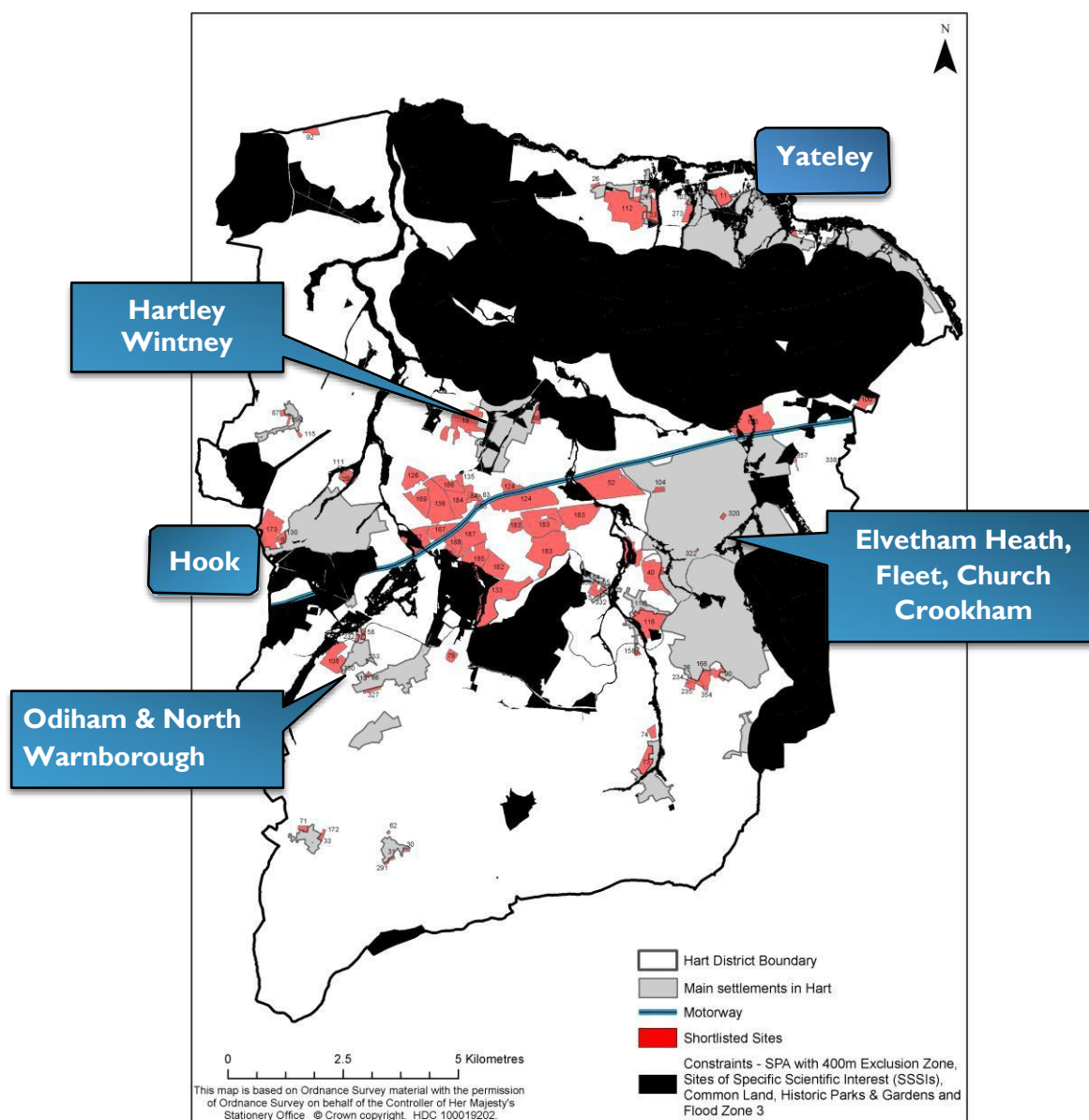


Figure 5 Major constraints superimposed onto available site opportunities

## What land will we include in our calculations to show that we will meet our need for new homes?

40. The Government requires us to demonstrate that we can maintain a five year supply of land for new homes, a supply of specific developable sites for years 6–10 and where possible, for years 11–15 for the plan period. Clearly in identifying how much land we can deliver we have to be quite specific and that involves being realistic. We are therefore, only going to include in our calculations land that is made known to us as being available and which meets the following criteria<sup>21</sup>:

- **Deliverable**

The site must be available for development now or in the near future, where we have evidence that the owner would be willing to make the land available for new homes. So for example, we cannot speculate about whether the undeveloped commercial land at Hartland Park (formerly Pyestock) can be included within our brownfield land calculations because its owners have specifically ruled out the option of residential development. That site therefore, cannot be classed as deliverable and so cannot be counted.

- **Free of constraint**

Land that is subject to severe physical, environmental or policy constraints will not be identified as suitable for new homes unless the constraints can realistically be mitigated whilst retaining the viability of redevelopment. Contaminated land will also be excluded if the cost of remediation would be out of proportion to its potential value, making re-development unviable.

There are also sites that lie within the countryside such as Bramshill House where the constraints imposed by sustainability criteria and more importantly strict heritage and environmental limitations mean that large scale new home development may not necessarily be acceptable. Bramshill has particular constraints<sup>22</sup>. This does not necessarily mean that some development will not be accepted but, given the scale of the uncertainty, these sorts of sites cannot be included for the time being in any Local Plan calculations.

- **Capable of development**

The site must be in a condition and location that would make it a genuine option for developers: that is, it must be clear to everyone that there would be interest from developers in purchasing the site and building homes there in the near future.

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<sup>21</sup> As suggested in DCLG Consultation 'Building more homes on brownfield land January 2015 available at <http://tinyurl.com/n6czxgb>

<sup>22</sup> It is excluded because development may be in conflict with those policies relating to sites protected under the Birds and Habitats Directives (see paragraph 119 of the NPPF) and because it comprises a designated heritage asset (Grade I Listed Building within a designated Historic Park and Garden).

## What scale of development will be appropriate for each individual area?

41. The Local Plan will need to 'make every effort' to meet new home and development needs. For this reason, it is highly likely that the Local Plan will need to consider allocating development sites in some villages as part of an overarching strategy for Hart district.
42. From the point of view of sustainable development, the disadvantage of most villages is that they are relatively remote from the full range of facilities and residents are heavily dependent on private car usage. This can add to the strains on the wider transport network as well as on local rural roads.
43. To address these issues we have categorised our towns and villages according to their size and the level of services and facilities to be found there. In creating such a hierarchy, we can determine the suitability in principle of each settlement for modest scale development.
44. Hart's settlements fall within the various tiers as identified in the Hart [Settlement Hierarchy \(2010\)](#)<sup>23</sup>.

### Settlement Hierarchy<sup>24</sup>

<b>Tier 1 – Main Urban Areas</b>	Fleet (including Church Crookham and Elvetham Heath)
<b>Tier 2 – Primary Local Service Centres</b>	Blackwater & Hawley, Hook, Yateley
<b>Tier 3 – Secondary Local Service Centres</b>	Hartley Wintney, Odiham & North Warnborough
<b>Tier 4 – Main Villages</b>	RAF Odiham, Crondall, Crookham Village, Dogmersfield, Ewshot, Eversley, Long Sutton, Rotherwick, South Warnborough
<b>Tier 5 - All remaining villages and hamlets</b>	

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<sup>23</sup> Available at <http://tinyurl.com/nbaxcp8>

<sup>24</sup> This hierarchy relates to settlements not Parishes. For example, Fleet/Church Crookham extends into surrounding parishes of Crookham Village and Ewshot, and the settlement of Blackwater & Hawley extends into the Parish of Yateley. Eversley comprises both Eversley Centre and Eversley Cross & Up Green. Figure 6 shows the settlements that fall within Tiers 1 to 4 of the hierarchy.

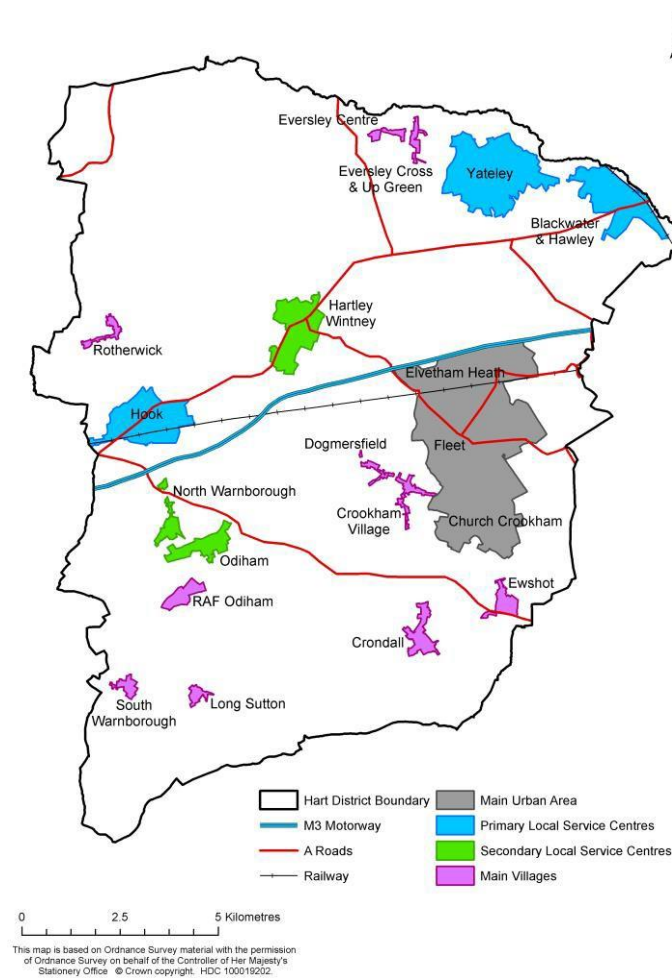


Figure 6 Map of Hart Settlement hierarchy (2010)



## Your Views....

The Council has an existing Settlement Hierarchy (2010). If the scale or sustainability of existing settlements could be used to inform the acceptability of dispersing some of the future new home requirement, it is important to ensure that the existing hierarchy is correct.

**Q3: Do you agree with the current Settlement Hierarchy -Yes or No? If not, how should it be changed?**



## What should be our distribution of growth priority?

45. Whatever approach to growth we adopt we need first to look at the area that lies beyond the Special Protection Area (TBHSPA) 5km zone of influence. This is required by Policy NRM6 (Thames Basin Heaths Special Protection Area) retained from the South East Plan. It requires *priority* to be given to directing development to those areas where potential adverse effects on the TBHSPA can be avoided without the need for mitigation measures.
46. Although it was the least preferred option in the 2014 consultation, we must nevertheless consider first the development potential of those areas that lie in the more rural south western part of the district and comprises the settlements of Odiham, North Warnborough, Greywell, South Warnborough, and Long Sutton. Part of it also includes the western side of Hook. Its full capacity has still to be tested. The emerging Odiham & North Warnborough Neighbourhood Plan has identified a potential for around 164 further homes within the parish<sup>25</sup>. There are also development opportunities at both South Warnborough, Long Sutton and land west of Hook.

### **Total number of new homes opportunity that are identified on shortlisted sites<sup>26</sup> from land beyond the Thames Basin Heaths TBHSPA Zone of Influence**

<b>Parish</b>	<b>Total number of potential new homes from 'Shortlisted' sites</b>
Greywell	0
Long Sutton	115
Odiham & North Warnborough	384
South Warnborough	79
West of Hook <sup>27</sup>	87
<b>Total</b>	<b>665</b>

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<sup>25</sup> This is 164 dwellings from greenfield sites on the edge of Odiham & North Warnborough. This figure excludes any 'windfall' sites that may be permitted within the existing built up area.

<sup>26</sup> Just because a site has been passed for further detailed assessment does not mean it is seen as an acceptable site for development at this stage. It simply means the site remains in the local plan process. The 'detailed assessments' will inform decisions on which of those sites should be allocated in the draft Local Plan. Sites that have not been shortlisted for further assessment could still be allocated in Neighbourhood Plans since that decision rests with the local community rather than the District Council.

<sup>27</sup> Most of Hook falls within 5km of the TBHSPA, but areas to the west of Hook fall just outside the 5km line. The figure of 87 excludes the potential strategic urban extension site west of Hook (SHL173), which is covered under Approach 2: Strategic Greenfield Expansion on the Edge of Settlements.

47. The testing of the capacity of this area to absorb further development will continue to ensure that all sustainable development opportunities have been prioritised and that sites identified through Neighbourhood Plans in that area represent the most efficient use of land.
48. The shortlisted and discounted SHLAA sites within this area are set out in the accompanying New Home Sites Booklet (on which we are also seeking comments), and a summary of the capacity shortlisted sites in each Parish is set out in the table above. Sustainability and the impact of development on areas of high landscape character including the setting of settlements with historic cores however are key considerations. This part of the district also has relatively poor communication links and little utility infrastructure. It is therefore, likely that few significant and sustainable development opportunities will be found from within this area. For the purposes of this paper, we can use a working assumption of 300 dwellings to come from greenfield sites beyond the TBHSPA zone of influence. The final capacity of this area will be updated in the draft Local Plan that is published in summer 2016.

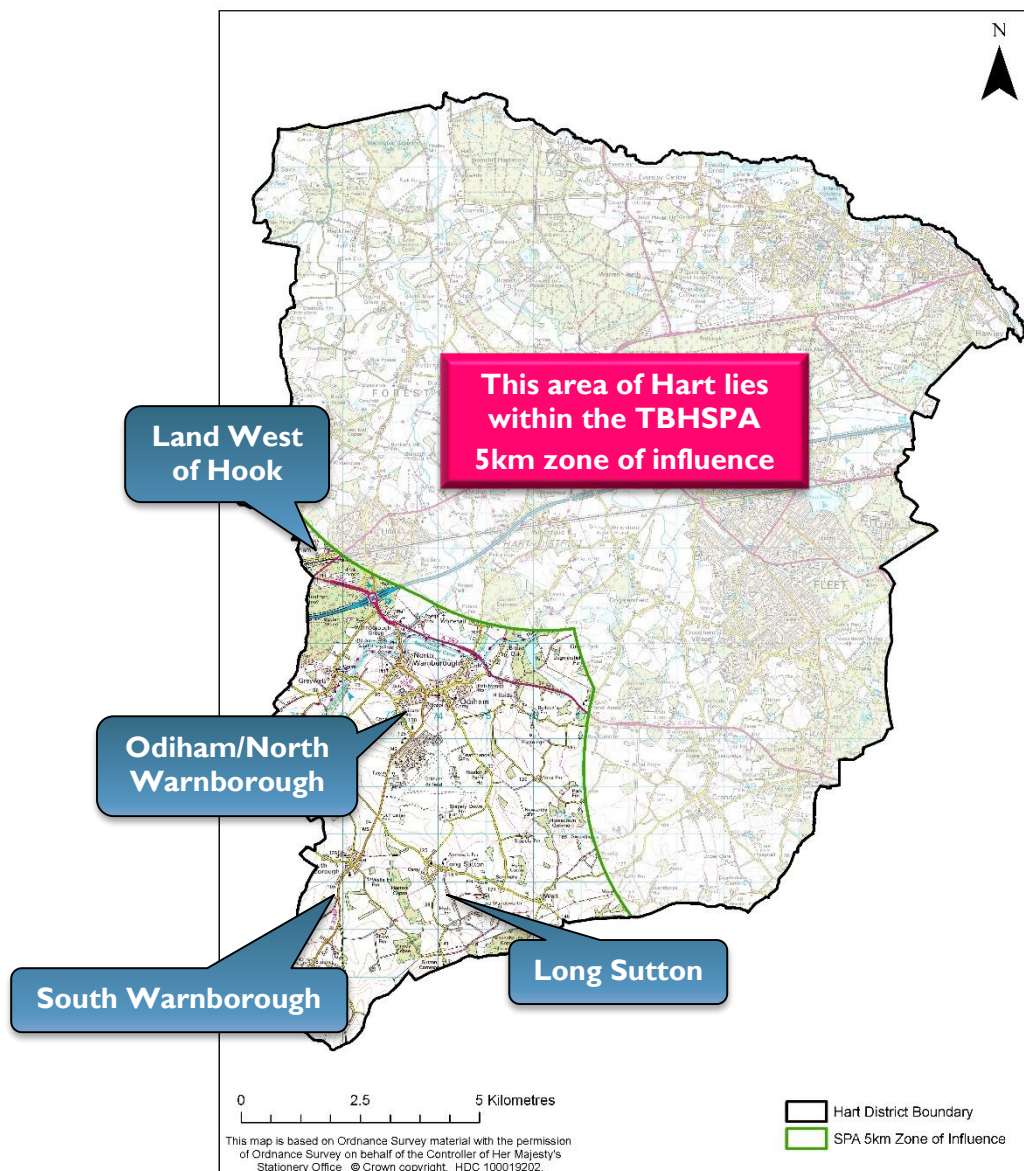


Figure 7 Land in Hart that lies beyond the TBHSPA 5km zone of influence

## After that what should be our approach?

49. We think that whatever future approach for growth is adopted the emphasis should firmly be first on using previously developed land (the 'brownfield land' approach) but only where it is suitable for homes, where it can be viably developed and the necessary infrastructure can be provided. It must be accompanied by robust infrastructure delivery to make sure that adequate provision for schools, open space, community, health care, transport and other support services are already or can be put in place.
50. In our view, we must avoid the mistakes of the past and not return to the days of "town cramming" where the only emphasis was on delivering large number of homes at the highest possible density irrespective of where it is. We also think that it is not right to talk in isolation about a "brownfield first" approach without first recognising that we need to plan for viable developments that create a sense of place and meet community growth needs without overloading existing and often deficient infrastructure. Development therefore, needs to be delivered at the right place, at the right time, and in the right form.
51. The scale of 'greenfield' development growth since 2011 (Figure 2 page 16) shows that to meet and maintain a robust rolling 5-year land supply, as required by the Government, significant further greenfield land releases will be required. This was demonstrated recently by the Government Inspector's decision to grant planning permission for 300 dwellings on greenfield land at Watery Lane<sup>28</sup>, Church Crookham where the Planning Inspector appointed by the Secretary of State gave little consideration to a 'brownfield first' approach in concluding that more land was simply needed to meet the supply for more homes. The same happened at the 'Hop Garden Road'<sup>29</sup> appeal decision where the Inspector took no account of representations that Hart's need for new homes could be met on "brownfield" land.
52. The background to the problems as to why a "brownfield land first" approach will not meet Hart's need for new homes is explained in the Appendices to a document that can be found here<sup>30</sup>.
53. Table I at Appendix I lists those brownfield sites (with a capacity of 5 or more new homes) which we are confident will come forward for new home development. These have been identified through the SHLAA or through current pre-application discussions.

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<sup>28</sup> Available at: <http://tinyurl.com/pc9ox7c>

<sup>29</sup> Available at <http://tinyurl.com/qztlwqy>

<sup>30</sup> Available at: <http://tinyurl.com/pm6orhx>

54. We can say with some certainty that at least 450 new homes will be built on brownfield sites with a further 116 potential new homes already counted as 'deliverables'. In practice there will be much higher delivery (perhaps up to 1,800 new homes) but it cannot be reasonably quantified with any certainty for the time being because additional sites are not being promoted by developers or landowners so there is no way of demonstrating that the sites are both deliverable or developable. In our view we think that it would be unacceptable to a planning inspector to give a misleading impression that we can deliver something that we cannot guarantee. More work is needed but we are already positively planning for greater brownfield land development. We are pursuing a new initiative<sup>31</sup> whereby we are looking to identify 'zones of residential opportunity' on land that landowners and developers may be otherwise unaware that we would support the principle of residential development.
55. There will be a number of vacant offices come forward for conversion or redevelopment to provide new homes, particularly now that the Government has made permanent permitted rights for conversions from offices to residential use. In the past 2 years, we have seen 255 new homes approval from office to residential conversions but overall there has been very little take up of the approvals granted. This might change in the future but there does not seem to be any developer/market appetite to bring these sorts of development forward and viability remains a big concern. It is therefore difficult to predict if, when or how many homes will come forward on office sites and no further sites are actively being promoted by landowners or agents for conversion. To include any specific figure for office to residential at this stage would only be seen as speculation. More analysis is required and this will be reflected in the draft Local Plan in the summer of 2016.
56. In addition, we will also include a **"windfall allowance"**<sup>32</sup> **for small sites** (i.e. for sites for fewer than 5 dwellings) **of 24 dwellings per annum across the district**. This is an estimate of new homes coming from small sites that cannot usually be identified up front. This is a trend-based calculation derived from small site windfalls in the past (as used in Hart's Five Year Housing Land Position Statement<sup>33</sup>). An allowance of 24 new homes per annum amounts to 396 new homes over the remainder of the plan period to 2032.

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<sup>31</sup> Available at: <http://tinyurl.com/pm6orhx> and <http://tinyurl.com/oujx5fs>

<sup>32</sup> Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

<sup>33</sup> Available at: <http://tinyurl.com/oody4j4>

## CALL FOR 'BROWNFIELD' SITES

Local residents, landowners, developers, businesses and other interested parties are invited to put forward brownfield sites that may be suitable for future redevelopment (and inclusion in the new Local Plan).

The call for brownfield sites does not determine if a site should be allocated for development in the Local Plan. It is a technical exercise aimed at identifying potential sites for development. All submitted sites will be assessed and the information used to inform the selection of suitable sites to be taken forward in the Local Plan.

New Site Form (available at <http://tinyurl.com/op858yz>). Send the form to the Planning Policy team at [planningpolicy@hart.gov.uk](mailto:planningpolicy@hart.gov.uk)

Please identify each site separately and include a site location plan at an appropriate scale, clearly showing the extent of the boundaries of the site. Please provide the following information;

- suggested potential type of residential development – by different tenures, types and needs of different groups such as older people housing, private rented housing and people wishing to build their own homes;
- the scale of development;
- constraints to development

We are interested in sites that are

- available for development now or in the near future
- not in current use, or a site in use (though not for housing) or under- utilised where evidence is provided that the owner is willing to make the land or buildings available for new housing
- capable of delivering 5 or more dwellings.

Please contact the Planning Policy Team by:

**Writing** to: Planning Policy, Hart District Council, Fleet, GU51 4AE

**Emailing** to: [planningpolicy@hart.gov.uk](mailto:planningpolicy@hart.gov.uk)

## Other approaches to distributing growth

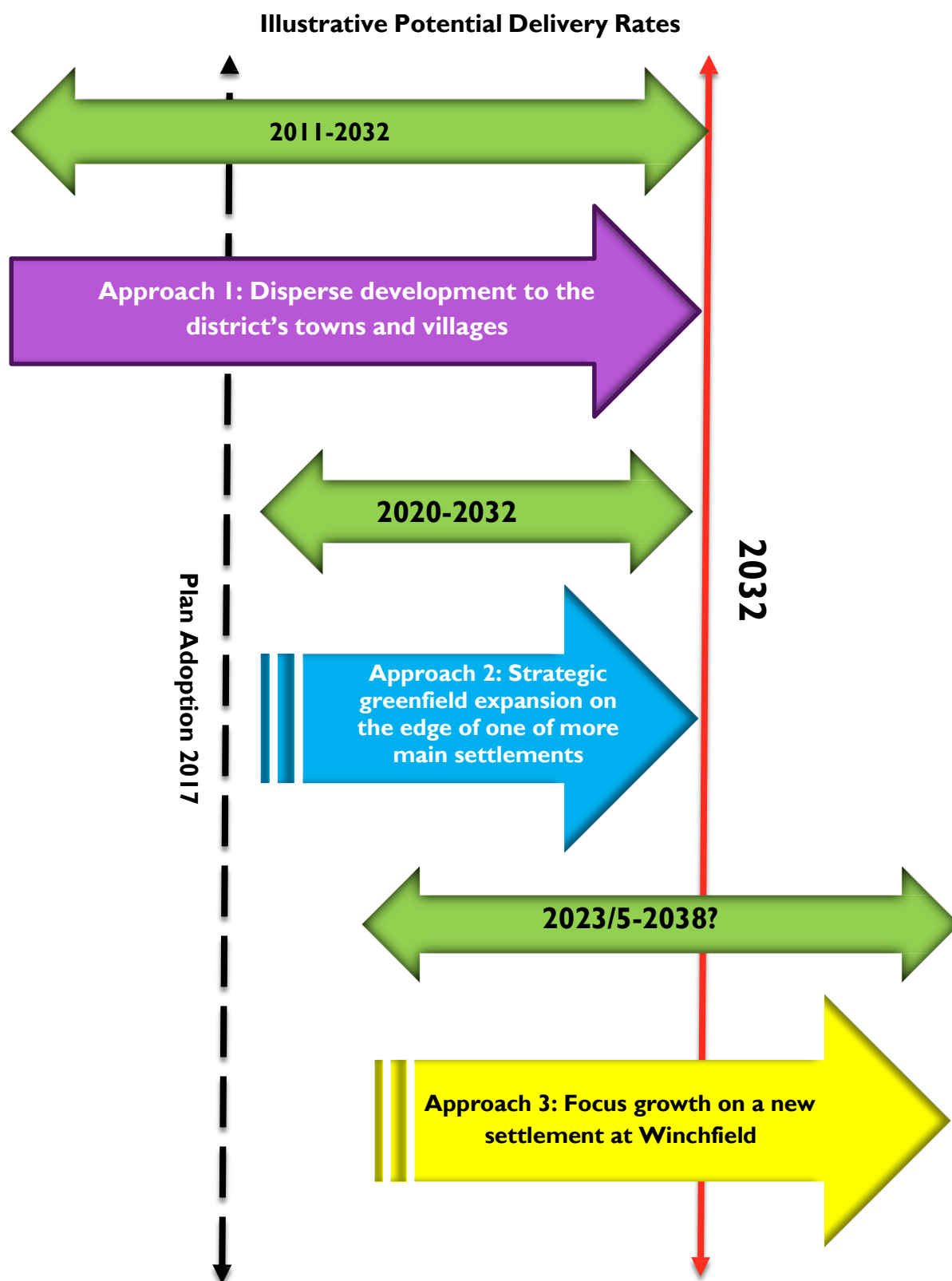
57. In summary:

- Between 2011-2032, Hart needs to plan for approximately 7,500 homes to meet its needs only. This could increase by up to 3,000 homes if Rushmoor and Surrey Heath cannot meet their respective needs.
- Approximately 4,600 homes have already been built, or planned for.
- A small sites “windfall” allowance would give us approximately 400 more new homes.
- ‘Brownfield’ sites that we know to be available and suitable will give us at least a further 450 more new homes.
- This means we need to find more sites for **2,050–5,050** new homes.
- We are working on the assumption that 300 new homes is a suitable figure to be delivered on sites beyond the TBHSPA zone of influence (which comprises land to the west of Hook, Odiham, North Warnborough, South Warnborough, and Long Sutton).

This means that there remains approximately **1,750–4,750** new homes to plan for on greenfield sites within the TBHSPA zone of influence up to the year 2032 depending on the extent of unmet housing needs in Rushmoor and Surrey Heath.

## How should we plan for the remaining new homes we need to find?

58. A new settlement is one way to deliver the remaining homes that we need to find but it is unlikely that on its own it will deliver enough new homes by 2032. There are two further approaches to “greenfield” development that need to be considered: a dispersal strategy where all towns and villages take a share of growth, or focussed urban extensions on a small number of large sites. Such provision is needed especially to maintain a 5-year land supply in the early to middle years of the plan period (2011-2025).
59. The different approaches available to us are set out below. It is our aim to ensure that the advantages and disadvantages of each approach are clear, so that everyone can make an informed choice. Each option can deliver new homes but at different times.



60. We are seeking your views on which of these strategies you believe is most appropriate for Hart. We also want to hear if you think that your preference for any particular strategy remains the same if Hart has to meet a significant amount of any unmet need for new homes from across the housing market area.

## Approach 1: Disperse development to the towns and villages within 5km of the TBHSPA

This approach would mean dispersing development amongst the existing settlements which lie within 5km of the TBHSPA. All the towns and sustainable villages in this part of the district (in the Parishes of Blackwater & Hawley, Church Crookham, Crondall, Crookham Village, Dogmersfield, Elvetham Heath, Eversley, Ewshot, Fleet, Hartley Wintney, Heckfield, Hook<sup>34</sup>, Rotherwick, and Yateley) would be expected to provide substantial numbers of new homes.

The following table sets out indicative total housing capacities by Parish if all the shortlisted sites within those respective Parishes were to be developed. **These sites can be found in the accompanying New Homes Sites booklet.** Large 'urban extension' sites considered under Approach 2 of this paper are not included in these totals.

### Total new homes that could be delivered from 'shortlisted'<sup>35</sup> Dispersal Sites (within 5km of the TBHSPA)

Parish	Total no. of new homes from 'shortlisted' sites
Blackwater and Hawley	60
Bramshill	0
Church Crookham	0 <sup>36</sup> but see note 36 below
Crondall	250
Crookham Village	150
Dogmersfield	141
Elvetham Heath	0
Eversley	497
Ewshot	353 <sup>36</sup>
Fleet	30
Hartley Wintney	290
Heckfield	69 <sup>37</sup>
Hook	117 <sup>38</sup>
Mattingley	0
Rotherwick	70
Winchfield	0
Yateley	204
<b>TOTAL</b>	<b>2,231</b>

<sup>34</sup> With the exception of sites to the west of Hook which lie beyond 5km of the TBHSPA

<sup>35</sup> Just because a site has been passed for further detailed assessment ('shortlisted') it does not mean it is seen as an acceptable site for development at this stage. It simply means the site remains in the local plan process. The 'detailed assessments' will inform decisions on which of those sites should be allocated in the draft Local Plan. Sites that have not been shortlisted for further assessment could still be allocated in Neighbourhood Plans since that decision rests with the local community rather than the District Council.

<sup>36</sup> Includes that element of SHL90 which falls within Church Crookham Parish

<sup>37</sup> This figure is based on a single site that is located within Hart's boundary but adjoins the southern end of Riseley Village in Wokingham.

<sup>38</sup> This figure excludes two sites in Hook that are located beyond 5km of the TBHSPA: SHL9 (Land at Owen's Farm) and SHL130: West of Varndell Road)



A dispersal strategy has the potential opportunity to deliver around 2,200 new homes, However, these sites are still being assessed and there will be many that will be deemed unsuitable for development; for example because of significant impacts on landscape or on the character of the settlement. Density assumptions may also be revised, probably downwards, in light of the detailed assessment work.

A dispersal strategy could therefore meet Hart's own needs, but has little potential to contribute meaningfully to any housing market area unmet need. Furthermore, the more reliance we place on this approach, the less room there is for flexibility or choice between sites.

There may also be an impact on existing infrastructure, such as schools, roads and open spaces. Whilst this option may provide some new infrastructure in association with the redevelopment of larger sites, smaller sites coming forward under this option would be less likely to be capable of funding many improvements.

Another potential consequence is that the development of a greater number of smaller sites would provide a reduced amount of affordable homes. This is because many small-scale sites may fall below the individual threshold that requires the provision of affordable homes.

Should this option be preferred, delivery of new homes will need to be closely monitored to ensure that we can meet our needs. If monitoring shows that we are not delivering enough new homes then additional sites may have to be identified to help meet our needs. There is a risk that this situation will occur, especially when the number of available sites within the villages begins to decrease. This could happen towards the end of the plan period. If we are unable to demonstrate how our needs will be met then speculative applications may come forward, potentially in inappropriate locations.

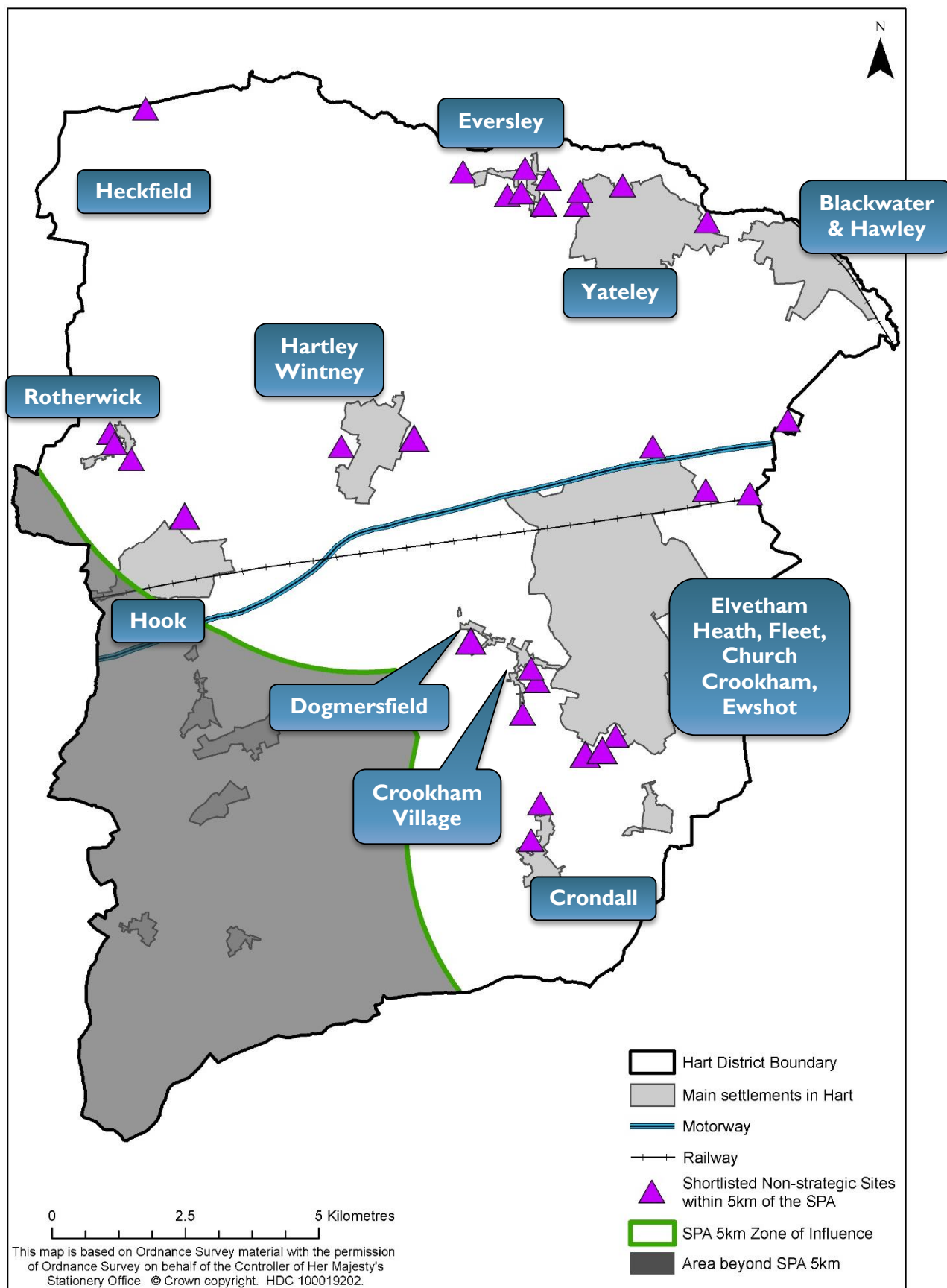


Figure 8 Approach 1 Dispersal opportunities within TBHSPA zone of influence

Advantages include	Disadvantages include
Theoretically this could meet all of Hart's immediate new home needs and contribute to any unmet needs from Rushmoor or Surrey Heath	It is unlikely to be sufficient to deal in full with any unmet housing needs arising from Rushmoor and potentially Surrey Heath.
Fairer distribution of growth with all or most settlements (towns and villages) accepting significant levels of growth but without significant impacts on any one area	Current service and infrastructure provision in towns and villages may be unable to accommodate additional residents without substantial investment and upgrade
May improve access to homes for rural communities with new homes provided in villages and rural areas	Potential to lead to increased car usage to access services in urban areas
Would help sustain local services that may be vulnerable to closure (e.g. local school, post office) due to low population numbers	May harm the character and heritage of towns and villages
Could help provide a mix of units relative to local circumstances	May result in overall delivery of less affordable homes than other approaches depending on site sizes and the thresholds at which the requirements for affordable homes are set
Larger sites may help deliver more local infrastructure	It is less likely that the smaller sites coming forward will be capable of funding significant infrastructure improvements by themselves and may result in a delay in providing infrastructure improvements alongside new homes. Infrastructure delivery may prove more costly if infrastructure needs are spread across settlements

## **Approach 2: Strategic ‘greenfield’ expansion on the edge of one or more of the main settlements**

This option focuses the additional growth on two or three existing settlements: Pale Lane Farm, adjacent to Elvetham Heath (approx. 800 new homes plus on-site open space and SANG), west of Hook (approx. 730 new homes plus open space), and west of Fleet Hitches Lane (approx. 450 new homes and identified SANG).

This approach could deliver a significant amount of Hart’s future needs (approximately 2,000 new homes) and if combined with another option it could be flexible enough to contribute towards meeting any unmet housing market area needs.

Having one or more identified urban extensions will clearly demonstrate how we will meet our new home target. This could take the pressure off the smaller villages. We could then develop policies to provide greater protection for our urban and rural areas in terms of the scale, character and density of new development.

It is important to note that this approach will not mean the end of all further development within the urban or rural areas. It will, however, reduce the need for the higher levels of intensification within existing settlements and instead redistribute it to identified sites at the edge of the main settlements.

With this approach, we will have greater control over the layout and mix of units of an urban extension and new infrastructure would be provided to support the new development. This may encompass new transport services/infrastructure, improved ICT connectivity, open space provision, enhancements to biodiversity interest and improved management of the SANGs surrounding the new development. There may be greater opportunities for decentralised energy generation to reduce the environmental footprint of the new development.

To explore this approach careful consideration of landscape quality and sensitivity would need to be undertaken to inform any decision to identify which of the three urban extension options available are most preferable.

Sites that may contribute towards a new settlement opportunity at Winchfield (Approach 3) are not considered in Approach 2.

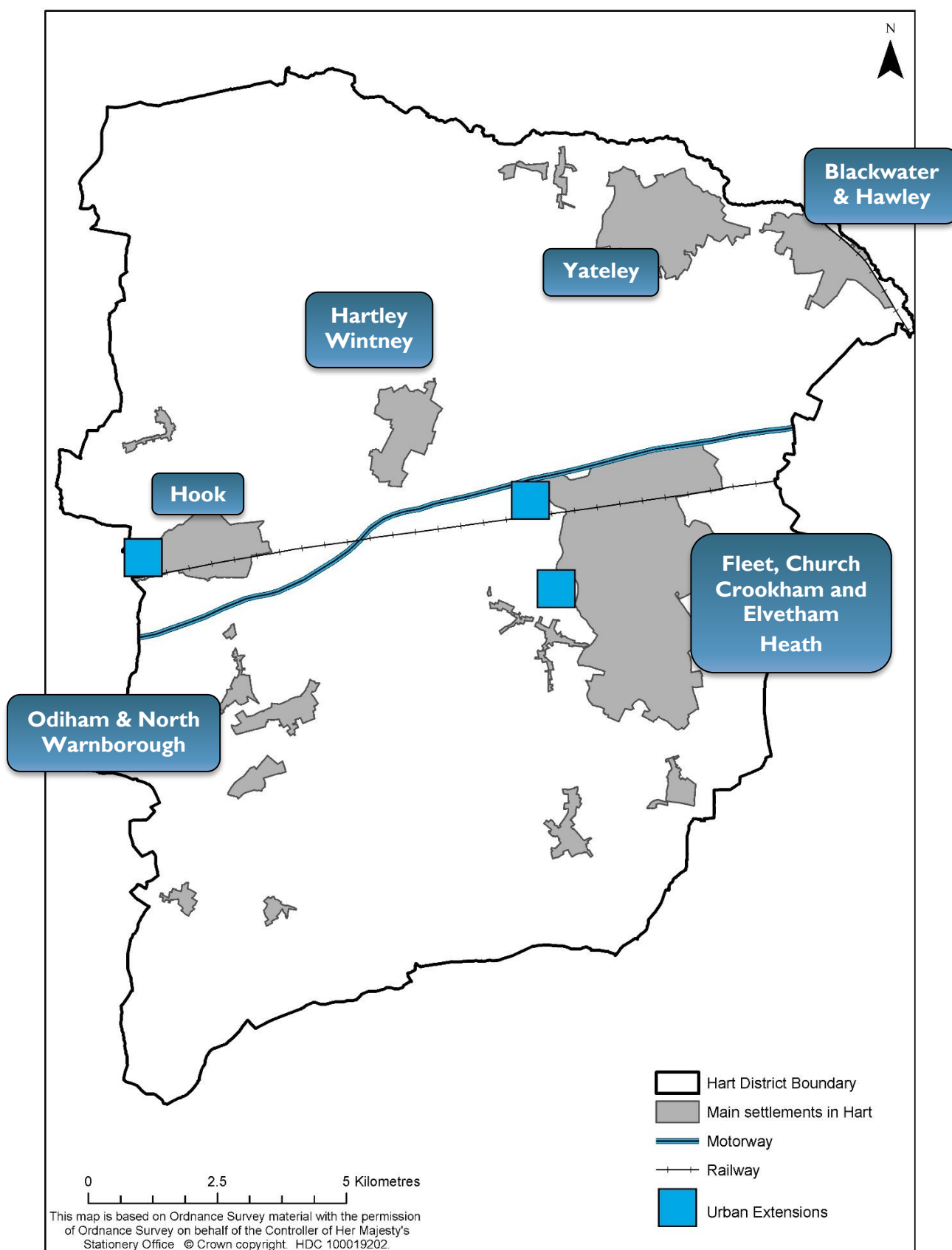


Figure 9 Approach 2: Focused expansion on the edge of settlements

Advantages include	Disadvantages include
Has the potential to just meet the need for new homes in Hart	On its own it could not deal with any unmet needs from Rushmoor and/or Surrey Heath
It would provide for infrastructure improvements and new local service centres to be developed which could also serve the wider rural area	Flood risk, environmental designations and infrastructure concerns limit the number of places where this level of growth could take place
Some potential to connect to utilities: For example water, gas and electricity and existing services such as shops, education and health care	Much of the existing infrastructure in the main settlements is already operating at full capacity and often the scope for improvement is limited
An opportunity to connect to existing public transport provision and main transport corridors with potential opportunities for improved transport infrastructure	Limited existing public transport infrastructure and capacity on the existing road network to support additional growth
Proximity to employment provision	Could result in urban sprawl or the coalescence and associated loss of individual identity of existing settlements
Proximity to existing urban areas may allow alternative transport by cycle and walking	Would require significant and complex investment in infrastructure to support new development



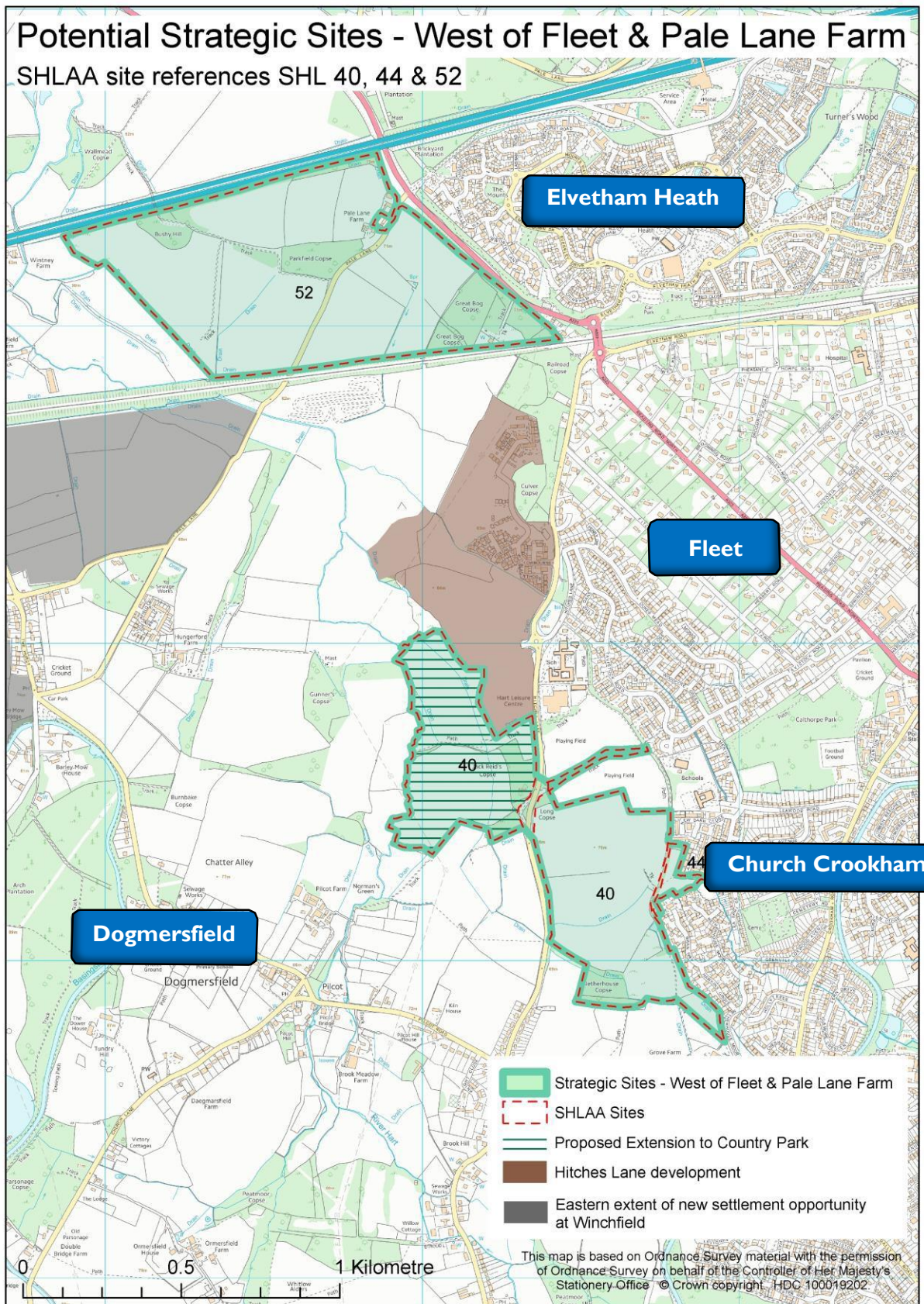


Figure 10 Approach 2 - Pale Lane and west of Fleet Opportunity



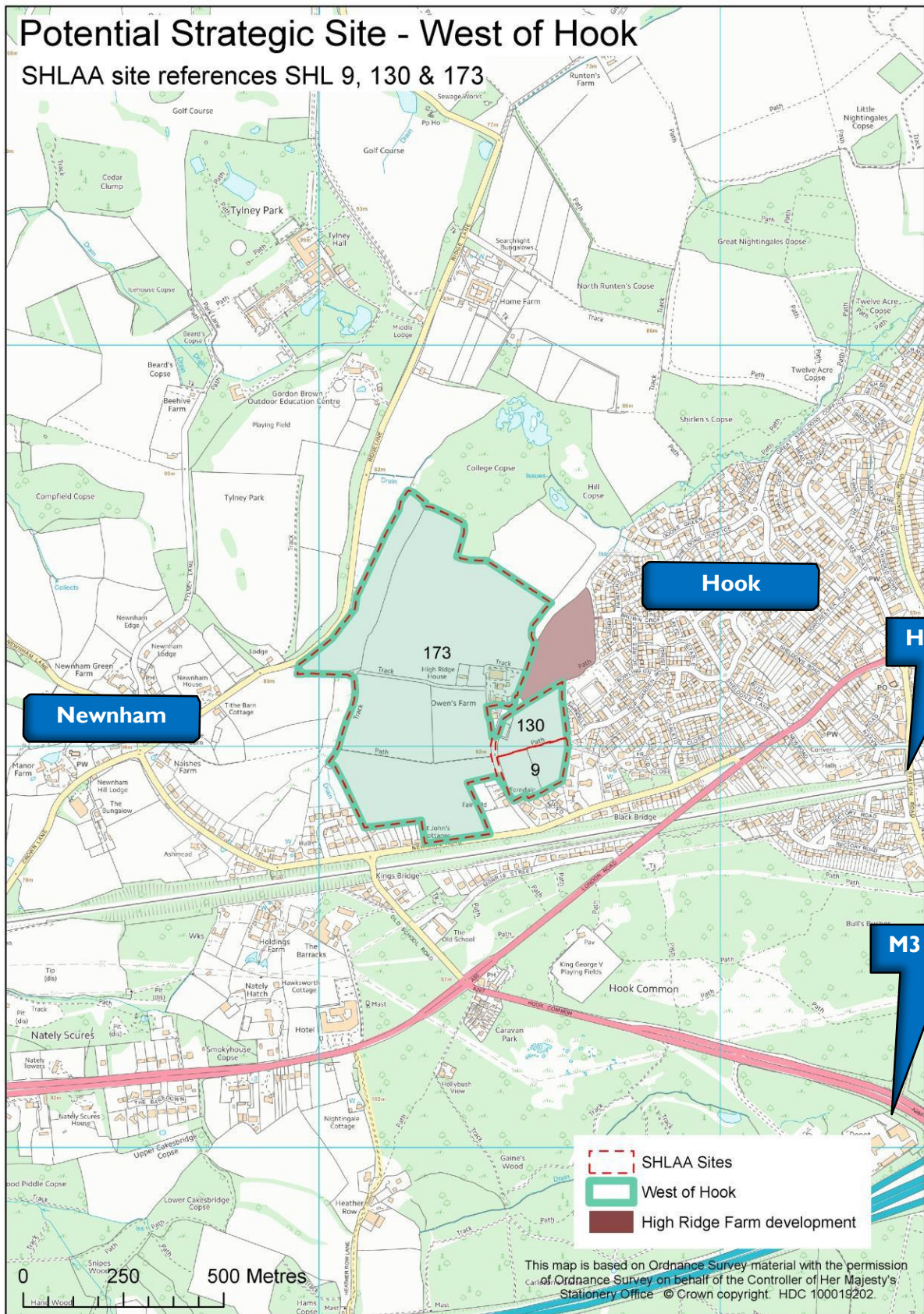


Figure 11 - Approach 2 west of Hook opportunity



### **Approach 3: Focus growth on a new settlement at Winchfield**

The Government recognises that sometimes the supply of new homes can best be achieved by planning for large-scale development, such as new settlements. New settlements are often more sustainable because they enable infrastructure to be planned in, and enable comprehensive master planning and design, including provision for landscaping and green infrastructure as well as provision of a range of facilities. They may also have the advantage of taking development pressure off otherwise constrained existing settlements.

If we were to promote a new settlement as part of our Local Plan, we would need to have robust evidence that it could be delivered, and could deliver a meaningful number of new homes within the plan period.

Land availability, flood risk, environmental policy designations and existing infrastructure provision all limit the opportunities to provide a new settlement within the Hart area. The only location that is being brought forward as a deliverable option by developers for a new settlement is the area centred on Winchfield. The presence of a railway station on the main line to London Waterloo is an advantage to this location because a new settlement can be specifically designed and laid out to reduce dependency on travel by car by maximising the opportunity for alternative means of travel such as both walking and cycling. Integrated local public transport initiatives centred on creating a sustainable community would also be more of an opportunity.

A new settlement could deliver a significant amount of our future need for new homes both in this new Local Plan and beyond 2032. It could ultimately be designed to accommodate up to 5,000 new homes (of which there is the potential to deliver over 2,000 new homes before 2032) as well as supporting new services, shopping and employment opportunities. It could potentially also be expanded to pick up any unmet housing market area needs if necessary. However, it would have a long lead in time and so would not necessarily meet all of our current need for new homes by 2032. It would need to be combined with another approach if a constant land supply is to be secured.

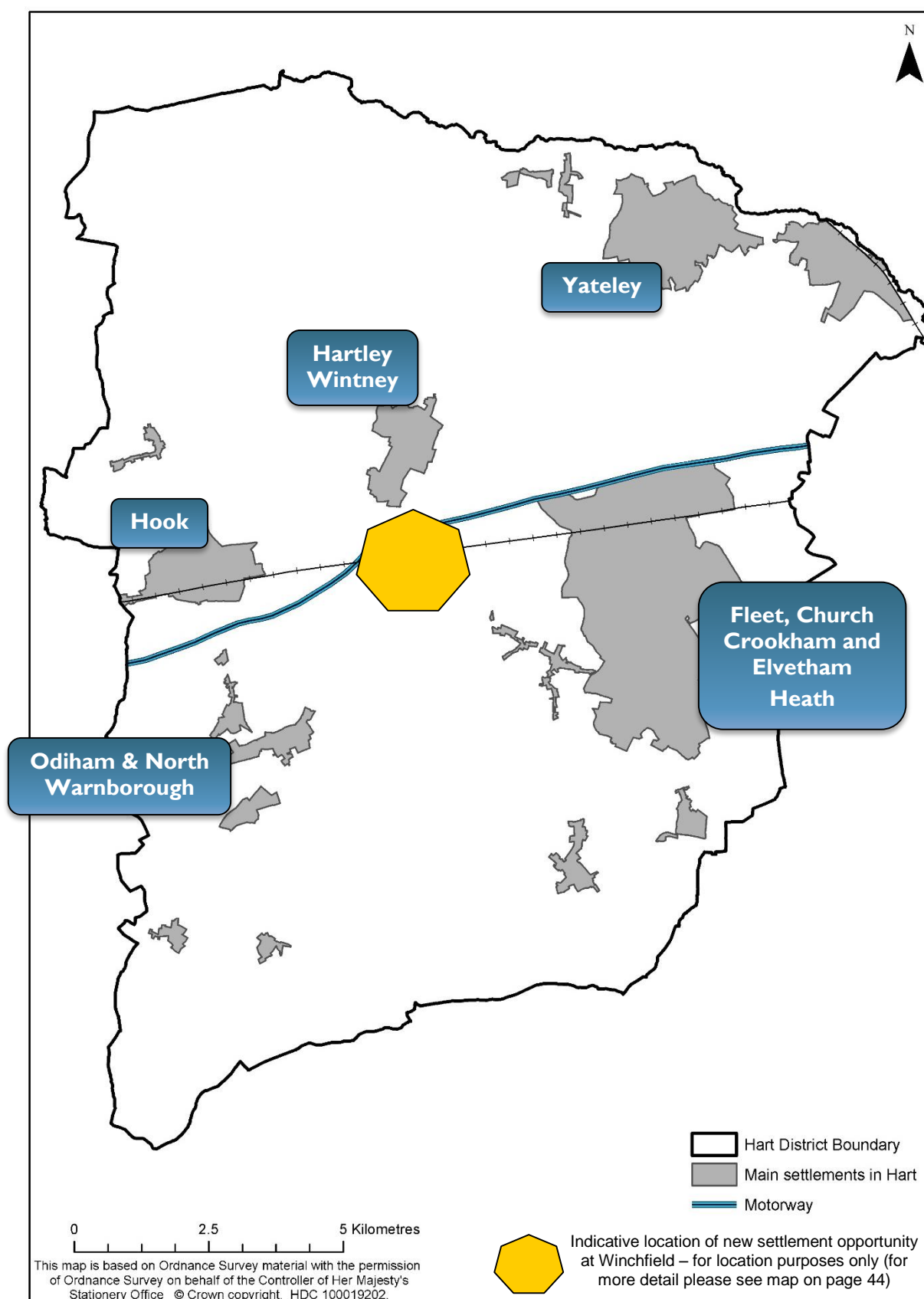


Figure 12 Approach 3 – New Settlement opportunity - indicative location.

Advantages include	Disadvantages include
In the longer term would make a significant contribution to meeting the future need for new homes. It could be designed to ultimately accommodate up to 5,000 new homes with around 2,000 new homes being built by 2032.	On its own, it would not meet Hart's immediate new home needs. This is because new settlements have long lead in times which includes planning a new settlement and the infrastructure needed to support it is a long, complex and costly process. This would mean that a new settlement could deliver a significant number of new homes only towards the end of the plan period, which would not be enough to confirm with any certainty a constant supply throughout the Plan period. It would have to be combined with another approach
Would allow economies of scale to support new service and infrastructure provision (e.g. secondary schools etc.) which would be provided alongside new homes	Would require significant and complex investment in infrastructure to support new development
Potential to really improve access to housing for both urban and rural communities and greater certainty over the delivery of affordable and other specialist homes	Potential to lead to increased car use to access services and employment in other areas
Opportunity to deliver enhanced sustainability due to the potential for designing this in at the outset	Potential landscape and biodiversity impacts (albeit in non-designated countryside)
Improved access to services for surrounding area through the provision of a new local service centre	Very limited existing utility and infrastructure provision
It is flexible and could provide for further development beyond the year 2032	It would have significant effects on the character and appearance of the area identified. It would fundamentally change the rural characteristics of the Winchfield area

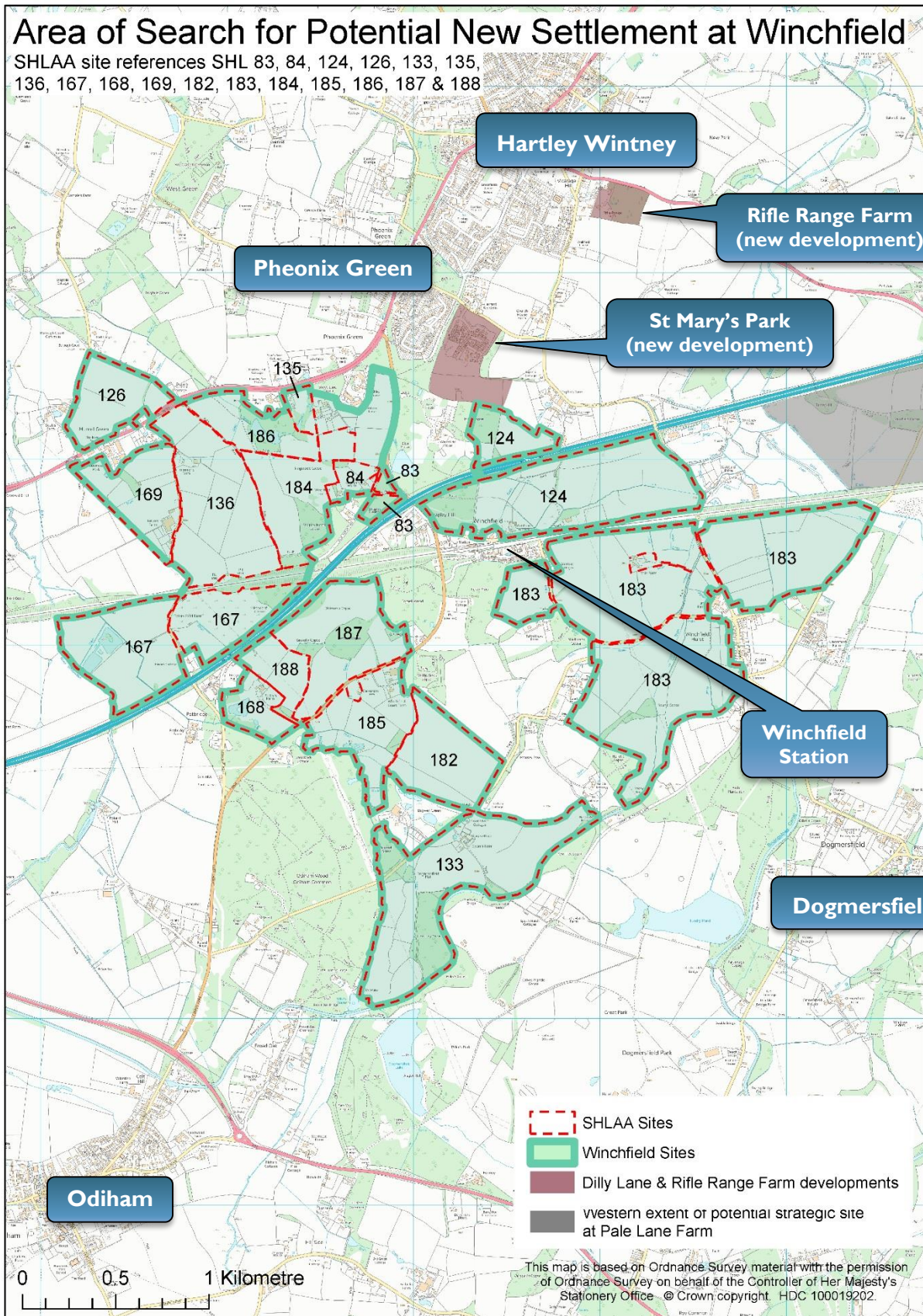


Figure 13 - Approach 3 Area of search for Winchfield new settlement opportunity



61. **Our priority will be to deliver new homes on brownfield land (land that has previously been developed). However we do not think there will be enough brownfield land available to meet our needs. Any development that cannot be built on 'brownfield land' will have to be delivered elsewhere. This will essentially be on 'greenfield' sites outside our towns and villages. The possible 'greenfield' approaches are set out in Questions 4 and 5.**



### **Your Views....**

Please note that this question only seeks your views on what should be our **primary** approach to delivering Hart's housing needs. It does not mean it would be our only approach. We will need to ensure that we deliver a constant supply of new homes throughout the Local Plan period. Some elements of least preferred approaches may need to be included in the plan.

#### **Q4**

**Of the three possible approaches that could deliver new homes in Hart, which one should we prioritise to deliver the majority of our housing needs? Please rank your choice in order of preference (1=most preferred to 3=least preferred).**

#### **Approach 1**

**Disperse development throughout the towns and villages in the following parishes:** *Blackwater & Hawley, Church Crookham, Crondall, Crookham Village, Dogmersfield, Elvetham Heath, Eversley, Ewshot, Fleet, Hartley Wintney, Heckfield, Hook, Rotherwick and Yateley*

#### **Approach 2**

**Strategic Urban Extensions at main settlements** *(West of Hook, Pale Lane Farm adjacent to Elvetham Heath and West of Fleet)*

#### **Approach 3**

**A new settlement at Winchfield**



## Your Views....

**Q5: If we need to combine approaches, which combinations do you prefer? Please rank your choice in order of preference.**

### **Approach 4**

#### **Combine Approaches 1 and 2**

- Disperse development throughout the towns and villages and
- Strategic Urban Extensions at main settlements

### **Approach 5**

#### **Combine Approaches 2 and 3**

- Strategic Urban Extensions at main settlements and
- A new settlement at Winchfield

### **Approach 6**

#### **Combine Approaches 3 and 1**

- A new settlement at Winchfield and
- Disperse development throughout the towns and villages

### **Approach 7**

#### **Combine all three approaches**

- Disperse development throughout the towns and villages and
- Strategic Urban Extensions at main settlements and
- A new settlement at Winchfield

## New Home Site Options

62. **The separate New Home Site Booklet** identifies potential new home site options by Parish. Each parish section contains a parish map identifying the new home site options for consideration. It also identifies those sites that we have chosen not to take any further forward after the first stage of testing ('rejected sites')
63. **This is not a list of preferred sites for allocation in the Local Plan<sup>39</sup>**. It is only a range of potential sites that may be needed to meet our new home needs. This is an opportunity for you to contribute to the consideration of potential sites before the council selects its preferred sites. It is also an opportunity for you to comment on those sites that we have discounted at this stage.
64. Each site has its own reference and an *indicative* site capacity. We would like you to rank sites relevant to you in order of your preference for release with an explanation as to why. You may also have some views on the suggested site capacity. If so, please include these comments within your consultation response. The site reference numbers reflect those found in the SHLAA<sup>40</sup> and in the Site Shortlisting Assessment<sup>41</sup> work undertaken so far. Additional information on each site can be found in these documents available on the Local Plan evidence page<sup>42</sup>.
65. Particular regard will be paid to how close the respondent lives to the sites being ranked.
66. The following table sets out indicative total housing capacities by **Parish** if all the shortlisted sites within the respective parishes were to be developed. Large 'urban extension' sites considered under Approach 2 of this paper, and sites that could form part of a new settlement under Approach 3 are not included in these totals. Shortlisted sites that are included in our expected delivery from brownfield sites (listed at Appendix I) are also not included in these figures.

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<sup>39</sup> Just because a site has been passed for further detailed assessment does not mean it is seen as an acceptable site for development at this stage. It simply means the site remains in the local plan process. The 'detailed assessments' will inform decisions on which of those sites should be allocated in the draft Local Plan. Sites that have not been shortlisted for further assessment could still be allocated in Neighbourhood Plans since that decision rests with the local community rather than the District Council.

<sup>40</sup> Available at <http://tinyurl.com/osrrygu>

<sup>41</sup> Available at <http://tinyurl.com/otkfb5h>

<sup>42</sup> Available at <http://www.hart.gov.uk/Evidence-base>

<b>Parish</b>	<b>Total number of new homes from 'shortlisted' sites<sup>44</sup></b>
Blackwater and Hawley	60
Bramshill	0
Church Crookham	0 <sup>*but see note 45 below</sup>
Crondall	250
Crookham Village	150
Dogmersfield	141
Elvetham Heath	0
Eversley	497
Ewshot	353 <sup>45</sup>
Fleet	30
Greywell	0
Hartley Wintney	290
Heckfield	69 <sup>46</sup>
Hook	204
Long Sutton	115
Mattingley	0
Odiham & North Warnborough	384
Rotherwick	70
South Warnborough	79
Winchfield	0
Yateley	204
<b>TOTAL</b>	<b>2,896</b>

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<sup>44</sup> Just because a site has been passed for further detailed assessment does not mean it is seen as an acceptable site for development at this stage. It simply means the site remains in the local plan process. The 'detailed assessments' will inform decisions on which of those sites should be allocated in the draft Local Plan. Sites that have not been shortlisted for further assessment could still be allocated in Neighbourhood Plans since that decision rests with the local community rather than the District Council.

<sup>45</sup> Includes that element of SHL90 which falls within Church Crookham Parish

<sup>46</sup> This figure is based on a single site that is located within Hart's boundary but adjoins the southern end of Riseley Village in Wokingham





## Your Views....

**Q6. The New Homes Sites Booklet shows, by Parish, sites that are available for the development of new homes.**

### **Do you have any comments on any of these sites?**

For parishes where there is a choice of two or more shortlisted sites (in red, and listed in the tables on each map), please rank the sites in order of preference (1= most preferred, then 2, 3, 4 etc. to least preferred). Please add any comments to support your ranking.

You may also comment on any 'rejected' sites (in blue and listed on the tables on each map).

You may complete the ranking for as many parishes as you like. Particular regard will be paid to how close you live to the sites being ranked. Please read the New Homes Site Booklet for more detail.

Please note that Question 6 and the Sites Booklet relate only to 'non- strategic' sites. Very large site 'strategic' site options covered under Approaches 2 and 3 (Strategic Urban Extensions and New Settlement) are not included in this ranking exercise. If you wish to make comments on those sites please do so under Questions 4 and 5 of the response form.

## Neighbourhood plans

67. A number of town and parish councils within Hart are preparing neighbourhood plans for their parish areas. Town and parish councils in producing a neighbourhood plan may choose to identify sites for new homes within their plans, as well as addressing other policy areas. Neighbourhood Plans cannot promote less development than envisaged in the Local Plan but communities can decide to promote higher levels of growth if they so choose.
68. We are working closely with those town and parish councils preparing neighbourhood plans to make sure that our respective plans are aligned, as far as possible. In most cases, it is hoped that the neighbourhood plans will address locally the issue of identifying allocations for new homes. Currently neighbourhood plans are being prepared for Crookham Village, Dogmersfield, Fleet, Hartley Wintney, Hook, Odiham & North Warnborough, Rotherwick and Winchfield.
69. For the time being therefore, the potential new homes sites promoted in this consultation paper are only a contingency approach in the event that the respective neighbourhood plans are not progressed or fail examination/referendum. By taking this interim approach, it will make sure no 'policy gaps' occur that leave these areas vulnerable to speculative development proposals.

## Glossary of Terms

Term	Explanation
Affordable Housing	<p>Affordable housing: Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p>A full definition is available on page 50 of the <u>National Planning Policy Framework</u> (available at <a href="http://tinyurl.com/abvfzc2">http://tinyurl.com/abvfzc2</a>).</p>
Brownfield	Previously developed land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. Also see 'Previously-Developed Land'.
Commitments (or committed development)	All land with current planning permission or allocated in adopted development plans for development (particularly residential development).
Custom Build or Self Build	Used to describe situations where individuals or groups are involved in creating their own homes. This may include actually building all or part of a home themselves, or where a developer builds a new home to a specific individual specification.
Deliverable	To be deliverable, a site must be available for development now or in the near future, where there is evidence that the owner would be willing to make the land available for new homes.

Developable	<p>To be considered developable, sites should be in a suitable location for new home development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.</p> <p>In the Council's Strategic Housing Land Availability Assessment (SHLAA) a number of sites are categorised as <i>not currently developable</i>. They are either subject to constraints that mean they are unlikely ever to be suitable for development, or may be deemed 'not currently developable' purely because they are contrary to current saved local plan policies<sup>6</sup>. Sites deemed to be 'not currently developable' are now being assessed for allocation in the next local plan to meet housing needs (see paragraph 2.29 of the <u>SHLAA Main Report April 2015</u> available at <a href="http://tinyurl.com/ozwardt">http://tinyurl.com/ozwardt</a>).</p>
Evidence Base	The information and data gathered by local authorities to justify the "soundness" of the policy approach set out in Local Development Documents, including physical, economic, and social characteristics of an area.
Greenfield	Land (or a defined site) usually farmland, that has not previously been developed.
Gypsies & Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.
Housing Market Area (HMA)	The general area within which people most often move house. These will typically cover the administrative areas of multiple councils. Hart lies within a Housing Market Area with Rushmoor and Surrey Heath.
Housing Mix	A mix of homes of different types and sizes to support the requirements of a range of household sizes, ages and incomes.
Infrastructure	The set of services and facilities necessary for a development to function. Infrastructure includes transport, education, leisure and health facilities, as well as open space and utilities such as water and sewerage.

<sup>6</sup>Available at <http://www.hart.gov.uk/local-plan>

Local Plan	The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.
Neighbourhood Plan	A plan prepared by a Parish Council for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).
Older Person	People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.
Previously	Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and
Developed Land (PDL) or 'Brownfield' Land	any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
Rejected Site	SHLAA sites that have been filtered out and will not be assessed further or be included in the Local Plan.
Short-listed Site	Sites that have not been filtered out and that will be looked at in more detail. It is important to note that just because a site has been passed for further detailed assessment does not mean it is seen as an acceptable site for development at this stage. It simply means the site remains in the local plan process. The 'detailed assessments' will inform decisions on which of those sites should be allocated in the draft Local Plan.
Site of Special Scientific Interest (SSSI)	A site designated by Natural England under the Wildlife and Countryside Act 1981 as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (plants, animals and natural features relating to the Earth's structure).

Special Protection Area (SPA)	Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries.
Starter Home	Newly-built property that must be sold to a first-time buyer below the age of 40, at a market value discount of at least 20%.
Strategic Housing Land Availability Assessment (SHLAA)	<p>The primary purpose of the SHLAA is to:</p> <ul style="list-style-type: none"> <li>• identify sites with the potential for housing;</li> <li>• assess how many homes each site could provide, and</li> <li>• establish when sites could be developed.</li> </ul> <p>The SHLAA is an important evidence source to inform plan-making, but does not in itself determine whether a site should be allocated for housing development.</p>
Strategic Housing Market Assessment (SHMA)	<p>A Strategic Housing Market Assessment is a requirement of national policy and should:</p> <ul style="list-style-type: none"> <li>• estimate housing need and demand in terms of affordable and market housing</li> <li>• determine how the distribution of need and demand varies across the Housing Market Area</li> <li>• consider future population-growth trends, and</li> <li>• identify the accommodation requirements of specific groups.</li> </ul>
Thames Basin Heaths Special Protection Area (TBHSPA)	The Thames Basin Heaths Special Protection Area (TBHSPA) spreads across the counties of Surrey, Hampshire and Berkshire. It comprises tracts of heathland, scrub and woodland, once almost continuous, but now fragmented into separate blocks, separated by roads, urban development and farmland.
Travelling Show People	Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.
Viability	Financial appraisal of the profit or loss arising from a proposed development, taking into account the estimated value of a scheme when completed and the building cost and other development costs incurred in delivering a scheme.
Windfall	Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

## Appendix I - Brownfield (or part brownfield) sites in Hart expected to provide new homes

SHLAA or pre-app site ref.	Site description	Parish indicative housing capacity	Indicative	Source for capacity estimates
SHL28	26-32 Bowenhurst <sup>7</sup>	Church Crookham	8	<a href="#">Adams Hendry high level site assessments</a>
SHL41	Imac Systems	Fleet	6	<a href="#">Adams Hendry high level site assessments</a> <sup>4</sup>
SHL42	Camden Walk	Fleet	9	<a href="#">Adams Hendry high level site assessments</a> <sup>4</sup>
SHL100	Sun Park, (Guillemont Park North)	Blackwater & Hawley	300	Planning Officer estimate informed by a proposal at pre-application stage for 320 dwellings Ref. No: 15/01022/PREAPP
SHL104	Land at Elvetham Heath <sup>8</sup>	Elvetham Heath	45	<a href="#">Adams Hendry high level site assessments</a> <sup>4</sup>
SHL320	Fleet Town Centre: Fleet Rd	Fleet	26	Pre-application scheme primarily retail led. Ref. No.15/00724/PREAPP <sup>9</sup>
SHL322	Former Police Station	Fleet	17	Planning Officer estimate based on 0.23ha at 75 dph <sup>10</sup>
SHL113	Thurlston House	Fleet	16	<a href="#">Adams Hendry high level site assessments</a> <sup>4</sup>
SHL245	Land at 154-158 Albert Street and Fleet Road	Fleet	12 (net 8)	<a href="#">Adams Hendry high level site assessments</a> <sup>4</sup>
15/02313/PREAPP	The Millmede, Minley Road	Fleet	12 (net 10)	Informed from pre-application submission
15/02152 /PREAPP	140 Fleet Road	Fleet	8	Informed from pre-application submission

**Total 453 (net)**

<sup>7</sup> Part Brownfield, part garden

<sup>8</sup> Part Brownfield, part Greenfield

<sup>9</sup> Although in the SHLAA with an indicative capacity of 150 dwellings, this site is actually being promoted for retail with 26 flats above

<sup>10</sup> The site area has been reduced since the Adams Hendry High Level Site Assessments were carried out which identified an indicative capacity of 28 dwellings



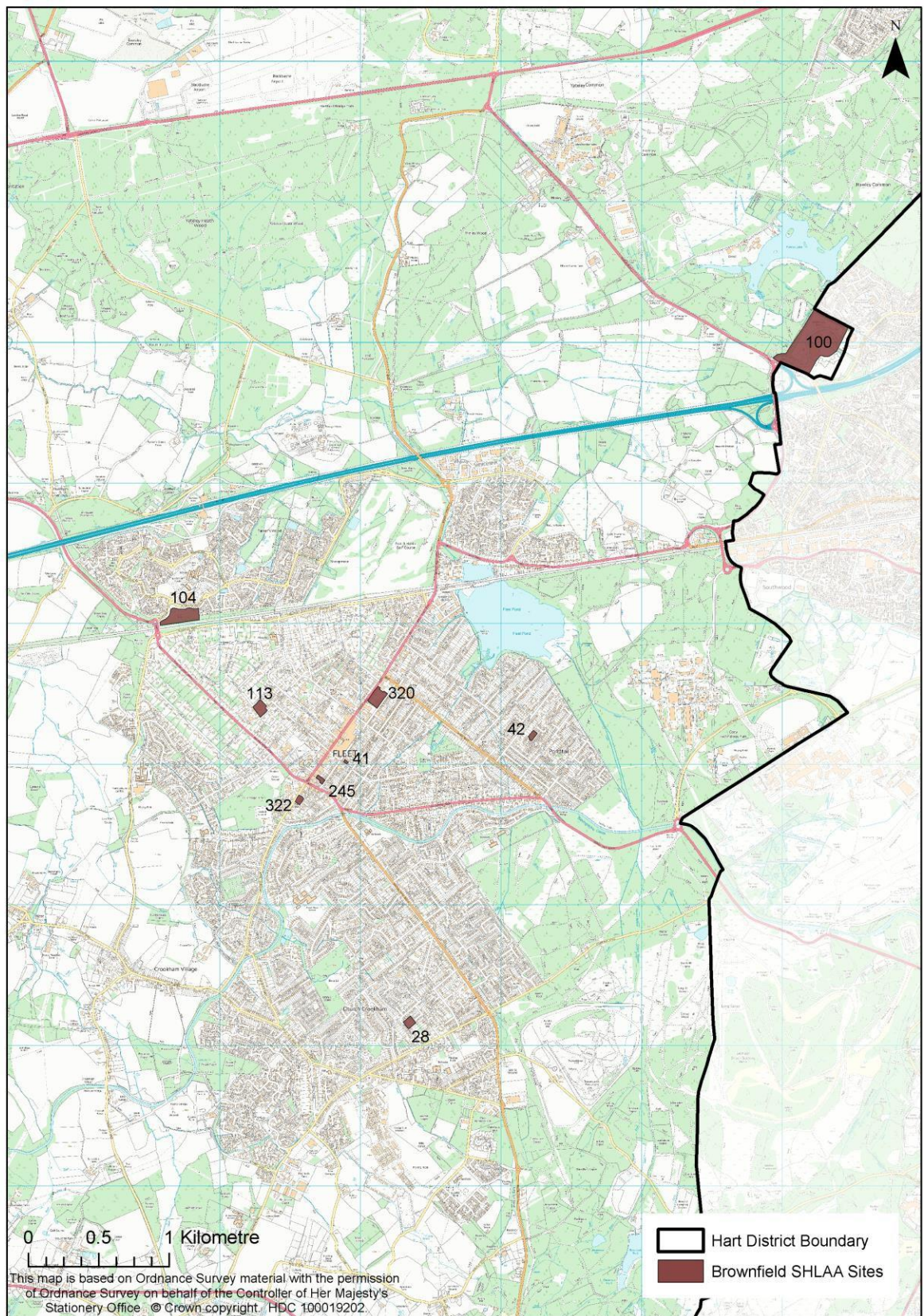


Figure 14: Brownfield SHLAA sites in Hart