HART DISTRICT COUNCIL

REFINED OPTIONS FOR DELIVERING NEW HOMES

CONSULTATION PAPER

PLANNING AND TECHNICAL RESPONSE

WINCHFIELD GARDEN COMMUNITY

ON BEHALF OF

BARRATT HOMES &
GALLAGHER ESTATES

March 2016

BARTON WILLMORE
PLANNING / DESIGN / DELIVERY

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1.0 INTRODUCTION

1.1 This Statement has been prepared on behalf of Barratt Homes and Gallagher Estates, and sets out comments in response to Hart District Councils (HDC's) present consultation paper, 'Refined Options for Delivering New Homes' (RODNH, February 2015). Our Clients' submission is in response to that of the potential "new settlement", which we have termed the "Winchfield Garden Community" (WGC).

1.2 This Statement follows our earlier responses related to HDC's emerging Local Plan, namely:

- October 2014 – 'Vision Statement' and 'Planning & Technical Response';
- January 2015 – Stage 1 Site Assessment; and
- April 2015 – 'Planning & Technical Response – to inform Stage 2 Site Assessment'.

1.3 The RODNH invites comments on the best option(s) for delivering additional housing growth within the proposed Plan period (2011-2032), and explores a number of potential strategies to best meet the recognised housing and growth needs.

1.4 HDC recognises that there is no "one size fits all" scenario, and sets out the following growth "approaches":

- Approach 1 – Dispersal throughout towns and villages;
- Approach 2 – Strategic extensions at main settlements;
- Approach 3 – A new settlement at Winchfield.

1.5 The consultation paper seeks responses to persons' primary approach to delivering the housing needs, albeit recognising that in reality, it is most probable that a combination of all approaches will be required within the Plan period – including the re-use of brownfield sites.

1.6 In seeking such views, the consultation paper poses a series of questions, and we have formulated our Clients' response accordingly. In doing so, we do not repeat our previously submitted "Planning & Technical Responses" (see above), which should be read in conjunction with this present representation. For the record, these are:

- Illustrative Vision Concept Plan – Barton Willmore Design (April 2015);
- Preliminary Heritage Overview- Barton Willmore Heritage (April 2015);
- Preliminary Ecological and Arboricultural Appraisal- Aspect Ecology & Aspect Arboriculture (April 2015);

- Landscape and Visual Summary Note – Barton Willmore Landscape (April 2015);
- Preliminary Flood Risk, Foul & Surface Water Drainage Appraisal – Rogers Cory Partnership (April 2015);
- Noise Assessment – Peter Brett Associates (PBA) (April 2015);
- Air Quality Assessment – Peter Brett Associates (PBA) (April 2015);
- Preliminary Transport Appraisal – Jubb (April 2015); and
- Sustainability Benefits Technical Note – Barton Willmore Research (April 2015).

1.7 However, it should be noted that our Clients' earlier technical work is progressing, including further detailed discussions with key statutory consultees and undertakers, i.e. Highways, Education, Drainage, etc.

1.8 These representations are submitted in the context of the now nationally recognised, and cross-party political consensus, that we have an increasing housing crisis. This is reflected in the Government's present 'Housing and Planning Bill' (October 2015 – Third reading in House of Commons passed 12 January 2016), and the Government's recent consultation regarding changes to the NPPF (December 2015).

1.9 The role that new settlements/Garden Cities can play in meeting housing needs is also nationally recognised, as set out below:

- **National Planning Policy Framework (March 2012)** – Paragraph 52 of the NPPF notes that the creation of new settlements can serve to deliver significant housing and infrastructure needs stating that *"The supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities. Working with the support of their communities, local planning authorities should consider whether such opportunities provide the best way of achieving sustainable development. In doing so, they should consider whether it is appropriate to establish Green Belt around or adjoining any such new development".*
- **Proposed Changes to the NPPF (December 2015)** – The NPPF Consultation states that the government proposes to strengthen national planning policy to provide a more supportive approach to new settlements within locally led plans. LPAs should take a proactive approach to planning for new settlements where they can meet the sustainable development objectives of national policy, including taking account of the need to provide adequate supply of new homes. In doing so, LPAs should work proactively with developers coming forward with proposals for new settlements;

- **Budget (March 2016) -** announcements in the Budget (March 2016) outline the Government's support for Garden Towns and Cities across the country with the potential to deliver 100,000 new homes. The Government will provide technical and financial support to areas that want to establish garden villages and market towns of between 1,500 to 10,000 homes. The details of the planning and financial flexibilities that will be offered to local authorities who submit proposals for settlements that deliver a significant number of additional houses, will be announced shortly.

1.10 We consider that the new settlement proposal at Winchfield provides a unique opportunity within Hart District to provide for a sustainable new community. This will provide not only homes (in numerical terms), but more so a mixed community that would deliver:

- Public transport network designed from the outset, with priority measures for cycle and pedestrians;
- Housing planned in relation to work and non-work activities;
- A full range of community facilities;
- Sustainability measures at the heart of the scheme;
- A full cross section of the population being provided for, to create a truly balanced community;
- A real sense of community being generated; and
- With scope for up to 5,000 dwellings, the ability to deliver critical infrastructure and services, e.g. a new Secondary school (and Primary schools), GP facilities, new utility provision (ie. new pumping station or onsite STW).

1.11 The changes being considered to the NPPF include strengthening National policy to provide greater support for new settlements, in parallel with LPAs taking a proactive approach in the planning of new settlements. This is exactly what HDC is doing, and we whole heartedly support the District Council in seeking to meet this challenge of tackling the acute housing shortage (and associated affordability issues) in north-east Hampshire within the context of the sustainable development objectives of National policy.

1.12 The remainder of these representations seek to respond the specific questions set out within the RODNH, and provide further information regarding the benefits (including infrastructure provision) of WGC, as follows:

- Section 2- Housing Target/Type;
- Section 3- Distribution Strategy;
- Section 4- Delivery of WGC, including timeline;
- Section 5- Conclusion.

2.0 SPECIALIST HOUSING & HOW MANY HOMES

i) Specialist Housing

2.1 Questions 1 & 2 pose the following:

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?*

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?

2.2 The delivery of the above forms of housing represent an important part of any sustainable, inclusive and mixed community. [NPPF, para 50]

2.3 Hart is recognised as (one of) the most desirable places to live in England, and this has resulted in unfortunate consequences with regard to increasing levels of affordability issues. The acute need for more affordable housing within the District (including 'Starter Homes' for first time buyers) is well documented, and reflected in the Council's own Housing Register.

2.4 Furthermore, historically, Hart has been less affordable than the National, Regional and HMA average, which indicates acute affordability issues in the District. Whilst affordability did show some improvement between 2007 and 2010, this has worsened once more. The affordability ratio is now 10.7, one of the highest in the Country outside London and significantly higher that the southeast (9.0) and National (6.5) averages.

2.5 This is acknowledged at Para 17 of the RODNH, which advises that households now need an income close to £60,000 to afford to buy one of the cheapest properties in the District. With around 40% of newly forming households having lower incomes that this, many are not able to purchase their own homes.

2.6 It is therefore important that HDC seeks the delivery of a sufficient level of affordable housing across the Plan period, and in this context plans to meet full OAN, in accordance with the NPPF. The current proposed OAN, and the need for an increase in the housing target, is set out in Section 2 (ii) below.

2.7 In line with Government initiatives, and as set out in the Housing and Planning Bill and the proposed changes to the NPPF, it is important that the Council continues to provide for current intermediate and social housing; however, it should also now plan for ‘Starter Homes’. Notably, the Housing and Planning Bill is introducing a statutory duty on LPAs to promote the delivery of starter homes, and a requirement for a proportion of starter homes to be delivered on all suitable “reasonably-sized” housing developments. Alongside this, the proposed changes to the NPPF amend the definition of Affordable Housing, in order to encompass a fuller range of products, including ‘discount market sales’ (Starter Homes) and new models of rent-to-buy housing, in order to ensure that LPAs can secure these types of affordable housing as part of their negotiations.

2.8 Acknowledgement in the RODNH (Para 17) that the Council will need to ensure that it provides for Starter Homes within its mix of dwellings is therefore supported, and necessary in order to ensure the Plan is ‘consistent with National Policy’- a key test of soundness.

2.9 With regards to the provision of elderly housing, and in line with Para 50 of the NPPF, the Planning Practice Guidance (PPG) advises that the need to provide housing for older people is critical, given that the projected increase in the number of households aged 65 and over accounts for over half of the new households (DCLG Household Projections 2013).

2.10 Specifically, the PPG sets out the following:

- **LPAs should ensure that policies in their Local Plan recognise the diverse types of housing need in their area, to identify specific sites for all types of housing to meet the anticipated housing requirement. It is acknowledged that this could include sites for older people’s housing including accessible mainstream housing such as bungalows and step-free apartments, sheltered or extra care housing, retirement housing and residential care homes**
  (Reference ID: 12-006-20150320);
- **Older people have a wide range of different housing needs, ranging from suitable and appropriately located market housing through to residential institutions (Use Class C2)**
  (Reference ID: 3-037-20150320); and
- **Providing more options for older people to move, could free up houses that are under occupied**
  (Reference ID: 3-037-20150320).

2.11 In this regard, it is noted that HDC’s population comprises 17% elderly population (65+). ONS Population projection 2012 suggest that will rise by 68% by 2031, compared to a national average increase of 49%. Further, Barton Willmore’s OAN assessment (see below) suggests that this will rise to 93% over the Plan period.

2.12 It will therefore be necessary for the emerging Local Plan to plan for elderly housing, both opportunities to downsize and specialist provision, in order to ensure the plan is 'consistent with National Policy'.

2.13 With regards to both specialist and affordable housing, as with the wider housing options, there is no "one size fits all" solution, and the needs of the above specialist forms of housing will need to be provided across the District – in a variety of locations and on a variety of sized sites.

2.14 Nevertheless, the planning and development of WGC provides an opportunity to provide for a greater proportion of each of the above needs – due to the scale and geographical extent of the area being considered. This is recognised as an "advantage" of a new settlement, on page 43 of the RODNH. It is such provisions which serve to reinforce the sustainability credentials of the new settlement in enabling mixed and inclusive communities.

ii) How Many Homes?

2.15 The RODNH confirms:

- The SHMA suggests that there is an OAN of more than 24,000 new homes across the wider Housing Market Area (HMA) (which includes Hart, Rushmoor and Surrey Heath), of which approximately 7,500 should be in Hart. However, this will need to be monitored, and the SHMA will be updated in early 2016 (Para 20);
- HDC's current housing target is therefore 7,500 dwellings (2011-2032) i.e. 357 dpa, **with 2,050 dwellings left to plan for** (once allowance is made for current commitments and windfall/brownfield sites have been deducted) (Para 20);
- If HDC is required to meet unmet needs of Rushmoor Borough Council (RBC) and Surrey Heath Borough Council (SHBC), this could increase to up to **5,050 homes** (Para 57);
- Working on the assumption that there remains approximately 300 new homes to plan for on Greenfield sites beyond the TBH SPA 400m zone of influence, there remains **1,750- 4,750 new homes** to plan for.

2.16 It is considered that the proposed housing target currently fails to consider full OAN, as required by the NPPF (para 47/159). Furthermore, the "Enterprise M3 Local Economic Partnership Economic Plan[1]" indicates that there needs to be acceleration in housing growth of 25% in the years 2014-2019. The current Devolution Plans for Hampshire and Isle of Wight also propose various measures to accelerate housing delivery, including the delivery of an additional 500 homes per year for priority categories.

[1] Enterprise M3, Hampshire County Council, March 2014.

2.17 Our own assessment of housing needs (**Appendix 1**) indicates that HDC's OAHN is more likely to be in the region of 730 dpa. Therefore, to continue to prepare a Local Plan which utilises a lower housing target is unlikely to result in a document that is 'consistent with national policy' and therefore 'sound'.

2.18 In accordance with the NPPF (Paras 178-181), HDC also has a Duty to Co-operate on housing issues crossing administrative boundaries, particularly strategic priorities. Section 33A (2)(a) of P&CPAct 2004) requires that LPA's **"engage constructively, actively and on an ongoing basis"** in the plan-making process.

2.19 As above, HDC is located within the same HMA as Surrey Heath and Rushmoor Borough Councils. The RODNH identifies that RBC's draft preferred approach 'Local Plan' contains a shortfall of 1,600 homes. Whilst the housing capacity for Surrey Heath is unknown, it also recognises that, based on work to date, there could be a shortfall of 1,800 dwellings. As recognised by HDC in the RODNH:

> "***there is a strong likelihood that under Government rules Hart may be legally obliged to take up some of this unmet need…"*** (Para. 26).

2.20 HDC will be familiar with its legal obligations in line with the duty to co-operative, given the Inspector's finding for the previous Hart Core Strategy in 2013. Notably, the Inspector advised it be withdrawn as HDC had not "engaged constructively and on an ongoing basis" with neighboring authorities in respect of the full housing need of the wider HMA.

2.21 HDC considers that the way to deal with the potential shortfall from neighbouring authorities, is to plan to meet its own housing needs in the short term but review the Local Plan should any shortfall be confirmed (RODH, para 27).

2.22 Whilst it is appreciated that the exact shortfall of the HMA will not be established until both RBC and SHBC's Local Plan has progressed to a more advanced stage, the shortfall in the overall HMA needs to be monitored closely, and HDC will need to continue to proactively engage with said LPAs. Should a shortfall continue to be identified, it is considered that this should be planned for within HDC's Local Plan upfront, rather than via a review, in order to ensure the plan is "positively prepared" in accordance with Para 182 of the NPPF.

2.23 In this regard, it is noted that the Inspector Examining Horsham District Council's Local Plan (which is now adopted), considered that for the Plan to be found "sound", the housing target needed to be increased, to meet Crawley's unmet need. This increase was applied to the overall housing target, and resulted in an uplifted annual requirement across the Plan period- rather than for review at a later date.

2.24 In order to aid the production of a Local Plan that is more likely to be found “sound”, HDC should re-visit its current approach to overall housing targets for the Plan period (2011-2032), and continue to engage with RBC and SHBC, to establish the likelihood or otherwise of any unmet need within the HMA.

3.0 WHERE SHOULD THE HOUSES GO?

3.1 Question 4 and 5 pose the following:

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?*

- Approach 1 – Dispersal throughout towns and villages;
- Approach 2 – Strategic extensions at main settlements;
- Approach 3 – A new settlement at Winchfield.

Q5: *If we need to combine approaches, which combinations do you prefer?*

- Approach 4 – Combine approaches 1 and 2;
- Approach 5 – Combine approaches 2 and 3;
- Approach 6 – Combine approaches 3 and 1;
- Approach 7 – Combine all three approaches.

3.2 HDC recognises that there is no "one size fits all" scenario, and confirms that it is likely that a combination of approaches will be required to deliver housing within the Plan period. HDC in the RODNH (Para. 58) recognises the requirement for a 'combined approach' in order to maintain a 5-year land supply in the early to middle part of the Plan period (2011- 2025). The diagram '*illustrative Potential Delivery Rates'* on page 31 shows delivery from 'Approach 1' from 2011, with strategic expansions 'Approach 2' from 2020 and a new settlement (Approach 3) from 2023.

3.3 The observation that a combination of approaches will be required in order to ensure a sufficient and consistent supply of housing is provided over the plan period is supported. Such a requirement is further amplified in the context of the **full OAN** identified in Section 2 of these representations. However, it is considered that delivery of housing at Winchfield can be achieved prior to 2023, and further information on anticipated delivery rates is set out in Section 4.

3.4 The RODNH provides a summary of the benefits and potential risks of each of the 'growth approaches'. The main points for Approach 3 'New Settlement at Winchfield' are summarised in **Table 1** below.

Table 1: Summary of RODNH Benefits and Constraints/Risks

	Benefits	**Constraints/Risks**
Approach 3- Focused Growth at Winchfield. **Previously Option 4:** Focused Growth (New Settlement) 4,000 homes or more	• Potential for housing delivery and significant contribution to meeting future need for new homes. It could be designed to accommodate up to 5,000 new homes, with around 3,000 new homes being built by 2032. • Economies of scale to support new service and infrastructure provision (e.g. secondary school etc.), which would be provided alongside new homes. • Potential to improve access to housing in both urban and rural communities and greater certainty over the delivery of affordable and other specialist homes. • Opportunity to deliver enhanced sustainability due to the potential for designing this in at the outset. Improved access to services for surrounding area through the provision of a new local service centre. • It is flexible and could provide for further development beyond the year 2032.	• On its own, it would not meet Hart's immediate new home needs. This is because the 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 require significant and complex investment in infrastructure to support new development. • Potential to lead to increased car use to access services and employment in other areas. • Potential landscape and biodiversity impacts (albeit in non-designated countryside). • Very limited existing utility and infrastructure provision. • It would have significant effects on the character and appearance of the area identified. It would fundamentally change rural characteristics of the Winchfield area.

3.5 Our previous representations (as listed at Para 1.7 above), demonstrate that a number of the "constraints" identified above can be overcome, and it is considered that the creation of a new settlement at Winchfield presents the most sustainable option to meet future growth within the District. This was acknowledged in the previous Sustainability Appraisal (January 2015) which concluded:

> **The findings of this interim assessment, in general, demonstrate a range of effects. However, if looking to draw out which options are the most sustainable, it is considered that Option 4, followed by Option 2, have the potential to perform more sustainability than the other options.** (Para 4.5)

3.6 The following section of this report seeks to further respond to the “constraints” identified above, with a specific focus on the ability of WCG to provide sufficient infrastructure to support proposed growth, and it ability to deliver housing from 2019/2020 onwards (i.e. earlier than currently identified by HDC).

4.0 REVIEW OF WINCHFIELD GARDEN COMMUNITY

i) Overview

4.1 Details of the proposal for WGC are set out in detail in the "Vision Document" (Barton Willmore, October 2014), submitted to HDC in response to the previous HGOC (August 2014).

4.2 In summary, WGC proposals collectively comprise:

- Up to circa 5,000 dwellings;
- Employment (small scale office, workshop and light industrial)- approximately 8,000 sqm;
- Education- 3 x 2-3fe Primary School and 1 x 6fe Secondary School (or potentially larger);
- Retail, leisure, health and other community facilities- approximately 4ha;
- Green space, including SANG- approximately 105ha;
- Other Infrastructure, including roads, transport provision, renewable energy, recycling etc- approximately 12ha.

4.3 It is anticipated that circa 3,000 dwellings can be delivered within the Plan period (up to 2032), and the level of infrastructure provided accordingly. Further information on delivery is set out in section 4 (iii) below.

4.4 In addition, the "Planning & Technical Response" (April 2015) provides supporting technical assessments (as set out at Para 1.7 above) demonstrating that the proposed development is technically achievable. It also included an assessment of WGC against the "Sustainability Objectives" included within HDC's Sustainability Appraisal Framework (January 2015), and demonstrated that the new settlement performs positively against the criteria set out.

4.5 We do not propose to repeat the findings of the "Planning and Technical response" within these representations; however, the following sections provide additional information on the delivery of infrastructure to support the WGC, and timings of delivery, based on further work undertaken since April 2015.

ii) Infrastructure Provision - Issues

4.6 This section provides a response to the following comments on WGC in the RODNH:

- Would require significant and complex investment in infrastructure to support new development;
  Potential to lead to increased car use to access services and employment in other areas;

- **Transportation (Paragraph 12)** - one of the questions for a new settlement at Winchfield, 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 costs implications (at least £30m) and such a major solution would need to be justified and agreed by Highways England.
- **Education (Paragraph 12) -** The County Council has identified that a new settlement provides the best opportunity to provide both new primary and secondary schools.
- **Utilities (Paragraph 12) -** If a new settlement option is selected, it would 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.

a) Car Use/New M3 Motorway Junction - Answer

4.7 The proposed approach is to ensure that development at Winchfield will improve accessibility to all services and facilities and promote sustainable travel. Access and Movement at WGC would be built around the following key principles:

- The creation of a series of linked neighbourhoods which will deliver for many everyday needs by providing jobs, shops, education and services that will reduce the need to travel outside of Winchfield in the first place;
- Development of a sustainable community built around the Railway Station, maximising opportunities for sustainable travel and integrating the community into the surrounding area, making non-car travel a realistic first choice for many journeys; and
- Delivery of infrastructure improvements, recognising that whilst sustainable travel offers a real choice for residents, the car will remain an important mode of travel too and that the impacts of car trips needs to be managed sensitively.

4.8 Development at WGC would be delivered at a scale that has the potential to create a truly sustainable development. WGC can deliver housing at a strategic scale, alongside jobs and local facilities which will reduce the need to travel (especially by car) and can provide for many daily demands on the Site itself.

4.9 Our previous Technical Response confirmed that the requirement for a new motorway junction was considered, and then discounted, as it is not required in capacity terms, would be very expensive, and would be intrusive in terms of landtake and environmental impact. Further work has now been undertaken by JUBB Transport which further confirms that this is the case.

4.10 Notably:

- The creation of a new community focussed around Winchfield Railway Station offers a unique opportunity to create a place that is desirable and attractive and which focuses on active and sustainable travel modes rather than being focussed on the private car;
- Winchfield Railway Station would act as the travel hub for the community with an attractive, high quality network of foot and cycle routes radiating out from the station and permeating the site;
- These foot and cycle routes would connect the station with the residential parcels and local centres and enable movement between them. The foot and cycle routes would be supplemented with an internal loop bus service further reinforcing the sustainable links between the uses;
- Whilst WGC would provide various facilities on site, including schools (primary and secondary education), low-key employment, local centres (providing convenience shops and services) and areas of green open space; additional facilities found in the nearby settlement of Hartley Wintney will also be accessible via improved pedestrian and cycle links and the community bus service (see below). These would also connect into the improved sustainable links provided by the nearby St Mary’s Park development;
- While low-key employment is provided on site, in terms of major employment areas such as those found at Basingstoke, Hook, Fleet, Farnborough and London, these are readily accessible by rail from Winchfield Railway Station;
- With an increased travel focus on the station, funding for improved station facilities would be provided. This funding could provide for including bus stop facilities and the creation of a ‘Cycle Hub’ similar to that seen at nearby Woking station and as are due to be delivered at Brookwood and Haslemere stations;
- Hartley Wintney Parish Council currently operates a minibus service that provides a peak time bus link between Hartley Wintney and Winchfield Railway Station as well as community services to other destinations throughout the day. Discussions with Hartley Wintney Parish Council have revealed that the principles of such a service to serve the WGC are transferrable and that opportunities exist to either expand or share resources between the two community services;
- While travel associated with the Winchfield Garden Community would be focussed on sustainable travel, there would be an associated increase in vehicular trips and hence an impact on the local highway network;

- Discussions have been held with Hampshire County Council (HCC) to determine the scope and methodology employed to assess the impact of the proposed WGC on the surrounding highway network;
- Junction assessments, using data from HCC's North Hampshire Transport Model (NHTM), have identified a number of areas where the impact of the development will require mitigation;
- Where mitigation works are required, improvement schemes will be developed in consultation with HCC and these schemes will be funded by the proposed development;
- Analysis has concluded that a new junction on the M3 to serve the development is not justified or desirable and will not be pursued;
- In addition to the off-site highway improvements additional transport improvements will be funded and agreed with HCC.

b) Foul Drainage

4.11 As part of HDC's 'options testing' process, discussions with Statutory Consultees regarding the most appropriate strategy for foul drainage are ongoing.

4.12 With regards to inputs from Thames Water (TW):

- Extensive discussions have been held with TW regarding this development, and its comments taken on board. Pre-development enquiry responses have been received from Thames Water indicating a preferred onsite Waste water Treatment Works (WwTW);
- TW has advised that there is currently no available capacity to serve this development within its existing sewer network;
- Discussions are currently ongoing regarding foul water discharge, and there are two technically achievable options. The first, which is the preferred option, would comprise the provision of a new adoptable on-site WwTW. The second option comprises discharge to either Fleet or Hartley Wintney WwTW's, with the necessary upgrades and improvements;
- TW has estimated that approximately 4km of new pipework would be required to connect the new development to either of the existing WwTW's;
- TW has requested that an Integrated Water Management Strategy (IWMS) is produced for the site, the scope of which has been provided.

4.13 With regards to inputs from the Environment Agency (EA):

- Water quality has been highlighted by the EA as a key issue when considering a new on-site WwTW. The EA is responsible for the granting of discharge permits;
- Effluent discharge from the onsite WwTW would be into the River Hart. To remain in accordance with the Water Framework Directive (WFD), the water quality status of the watercourse should not deteriorate as a result of the new discharge. Therefore, water quality modelling is required to be carried out. WRc have been appointed to carry out this modelling;
- Flow, water quality data and water quality improvement objectives for the River Hart has been requested from the EA;
- Hydro-Logic has been appointed to carry out flow monitoring and water quality sampling over a 5 week period of the River Hart to supplement existing information;
- The water quality modelling will inform the level of effluent treatment required from the on-site WwTW, and the number of properties that could be served by the new works without causing detriment to the water quality status of the River Hart.

c) Significant and complex investment in Infrastructure

4.14 It is acknowledged that the creation of WGC will require significant and complex investment in Infrastructure, however it is not considered that this should be seen as a “constraint” to WGC.

4.15 Instead, it should be seen as an opportunity to create a truly sustainable settlement that will be large enough to ensure that a sustainable community can be created to include the necessary infrastructure as well as jobs and services, ensuring that it is “locally self-sufficient”.

4.16 As set out in detail in the Technical response, this is likely to include:

- 3 No 2-3FE primary schools;
- 1 No. 6FE secondary school (or potentially larger);
- Funding for Rail Station improvements;
- Strategic and local Offsite highway improvements (specific junctions/networks being discussed with HCC Highways);
- New Foul Water Treatment works and pumping station (subject to confirmation from TW that this remains the preferred option);
- Strategic SANG.

4.17 Due to the size and growth that the proposal would deliver, it is likely that the opportunities at Winchfield would also attract alternative funding sources too, increasing the potential to deliver enhanced supporting infrastructure alongside growth. This has already been demonstrated from early discussions with key Public bodies.

iii) Rate of Housing Delivery/ Timeline

4.18 Accounting for HDC's proposed timetable for adoption of the emerging Local Plan, alongside the proposed plan period (2011-2032), the timeline included at **Appendix 2** gives an indication of envisaged timescales for the development of WGC. The rate for the delivery of housing is based on **Table 2** below.

Table 2: WGC Housing Delivery

Year	Dwellings Delivered	Cumulative Delivery
2017/2018	0	0
2018/2019	0	0
2019/2020	50	50
2020/2021	125	175
2021/2022	175	350
2022/2023	200	550
2023/2024	200	750
2024/2025	250	1000
2025/2026	300	1300
2026/2027	300	1600
2027/2028	350	1950
2028/2029	350	2300
2029/2030	300	2600
2030/2031	275	2875
2031/2032	275	3150
2033 ONWARDS	POSSIBLE FURTHER DEVELOPMENT	UP TO POTENTIAL c.5,000

4.19 Table 2 demonstrates that approximately 3,000+ dwellings could be delivered within the Plan period up to 2032. Housing delivery would then continue beyond 2032, into the next Plan period. Barratt Homes and Gallagher Estates believe that this is a realistic delivery timetable for a project of this size and complexity.

4.20 The delivery of housing and infrastructure will be closely interlinked to ensure that the rate of housing development can be absorbed at a commensurate pace.

4.21 However, it should be noted that proposed timetable, including the delivery of key infrastructure (such as school provision), will continue to be discussed with relevant Statutory Consultees and Infrastructure Providers (e.g. Hampshire County Council Education and Clinical Commissioning Group for primary healthcare), and the ultimate timings for the relevant infrastructure will need to be agreed.

5.0 CONCLUSION

5.1 HDC itself recognises the benefits of the creation of a new settlement at Winchfield, and the opportunity to plan for "sustainable development", including the provision of large scale infrastructure, in a location that is supported by strategic road and rail networks, and giving the Council the opportunity to manage the character, form and design of development.

5.2 This statement, together with previous representations (as set out at Para 1.7 above) demonstrate that WGC provides a realistic and deliverable development to meet housing need, with the potential to deliver 4-5,000 new homes, together with a comprehensive package of accompanying social and physical infrastructure.

5.3 The additional site-specific technical information also confirms HDC's own conclusions that a new settlement at Winchfield represents the most suitable/sustainable Option to accommodate future growth in Hart District. It is clear that the Winchfield Garden Community has the potential to provide for the continual delivery of housing during the plan period to help meet HDC's future housing needs, with the proposed strategy allowing the delivery of housing at an earlier date than the Council is currently assuming.

5.4 In summary, WGC will:

- Be planned and built from its beginning, allowing sustainability to be its fundamental guiding principle;
- Plan for an expanded community, learning lessons from experience elsewhere. A mix of house types would be provided to suit people at different stages of their lives and on differing budgets;
- Provide more homes in the area; in particular with leading schools, good community facilities and considerable travel networks, meaning new employees are more likely to want to live at Winchfield, in turn attracting employers;
- Deliver significant community infrastructure – schools, roads, medical facilities, shops etc. – being delivered in full, on a large scale;
- Enable the delivery of housing more sustainable than "add-ons" to existing towns. It would be of a scale that will include a range of facilities sufficient to meet future users' basic needs on-site, allowing them to 'live life locally'. The ability to deliver benefits through urban design and travel planning incentives will be possible within the proposed development. The outcome will be a reduced level of impact on transport infrastructure compared to alternative locations which would have a greater effect on existing roads.

Appendix 1

Objectively Assessed Housing Need Assessment

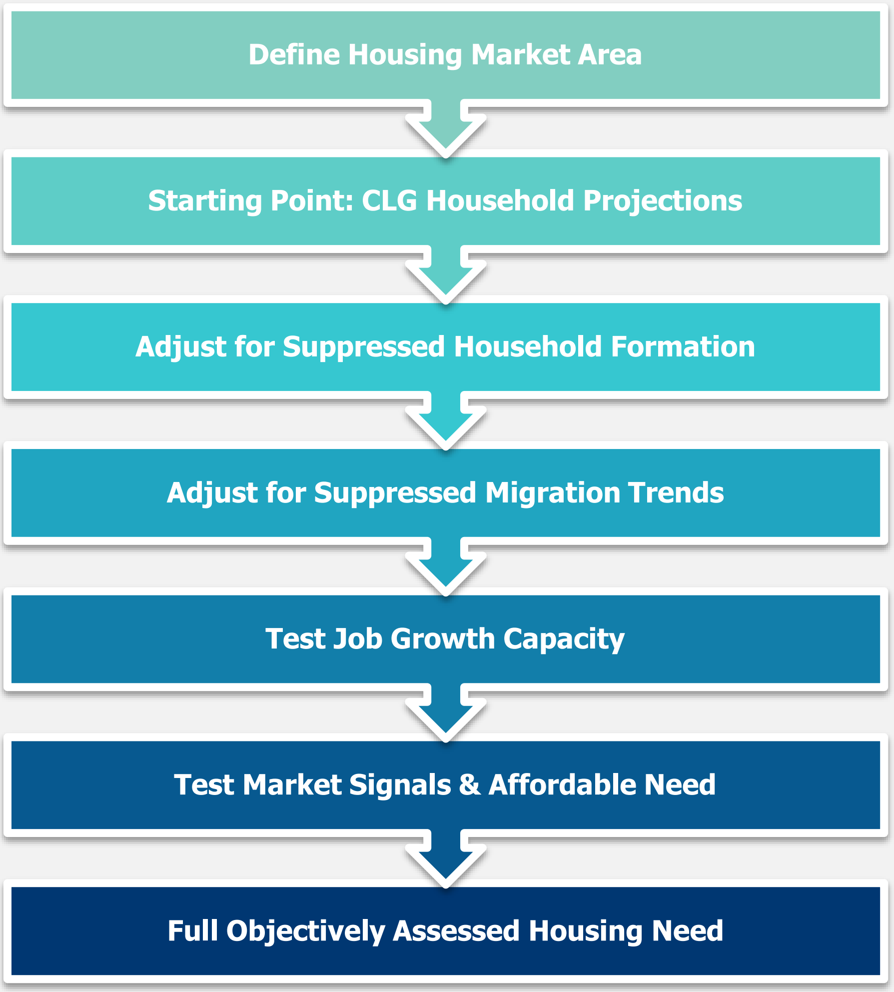
BARTON WILLMORE

Objectively Assessed Housing Need

Hart, Rushmoor, and Surrey Heath HMA

October 2015

Prepared on behalf of
Barratt Homes and
Gallagher Estates



Introduction

Planning Practice Guidance (PPG) on Housing and Economic Development Needs Assessments (26 March 2015) outlines the methodology for assessing housing need in the housing market area. The assessment should be an objective and unconstrained assessment based on facts and unbiased evidence.

This report summarises objectively assessed housing need for the HMA, Rushmoor, and Surrey Heath HMA.

OAN Methodology

Following PPG, Barton Willmore's approach to assessing housing need is as follows.

1. Define the boundaries of the Housing Market Area

2. Identify the starting point estimate of need and apply demographic adjustments to address household suppression and/ or to test alternative migration trends

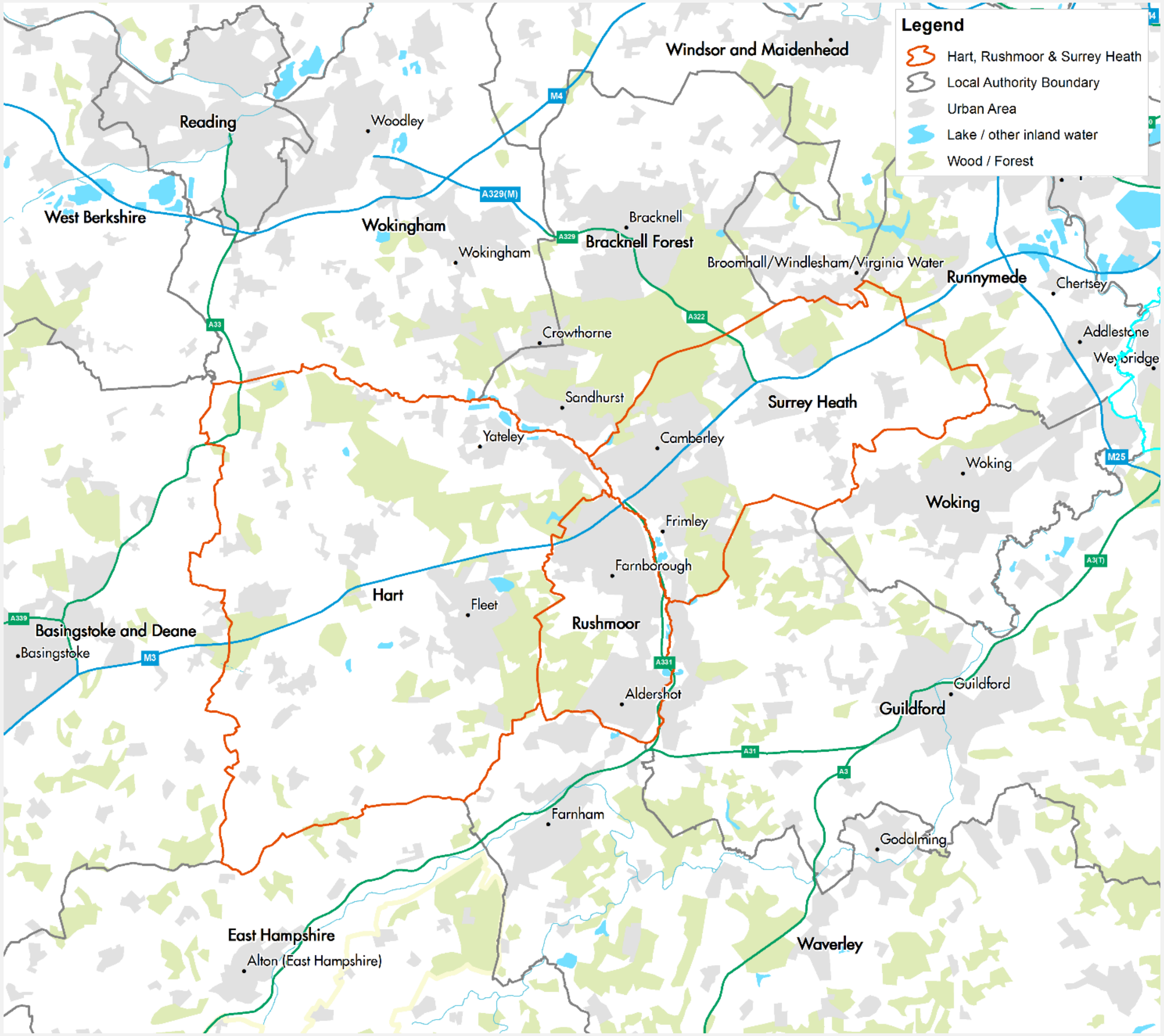
3. Assess the labour force capacity of the demographic assessment and, if necessary, apply an uplift to support job growth in line with current forecasts and/ or past trends

4. Analyse market signals identified by PPG as; land prices, house prices, private rents, affordability, rate of development and overcrowding. A worsening trend in <u>any</u> of these indicators will require an upward adjustment to planned housing numbers

5. Establish whether the modelled housing need would meet affordable housing need or whether any further adjustment is necessary

This report provides a streamlined summary of these key issues. Further detail on modelling assumptions can be found the in accompanying Barton Willmore OAN Methodology statement.

BARTON WILLMORE



CURDS/NHPAU Strategic HMA

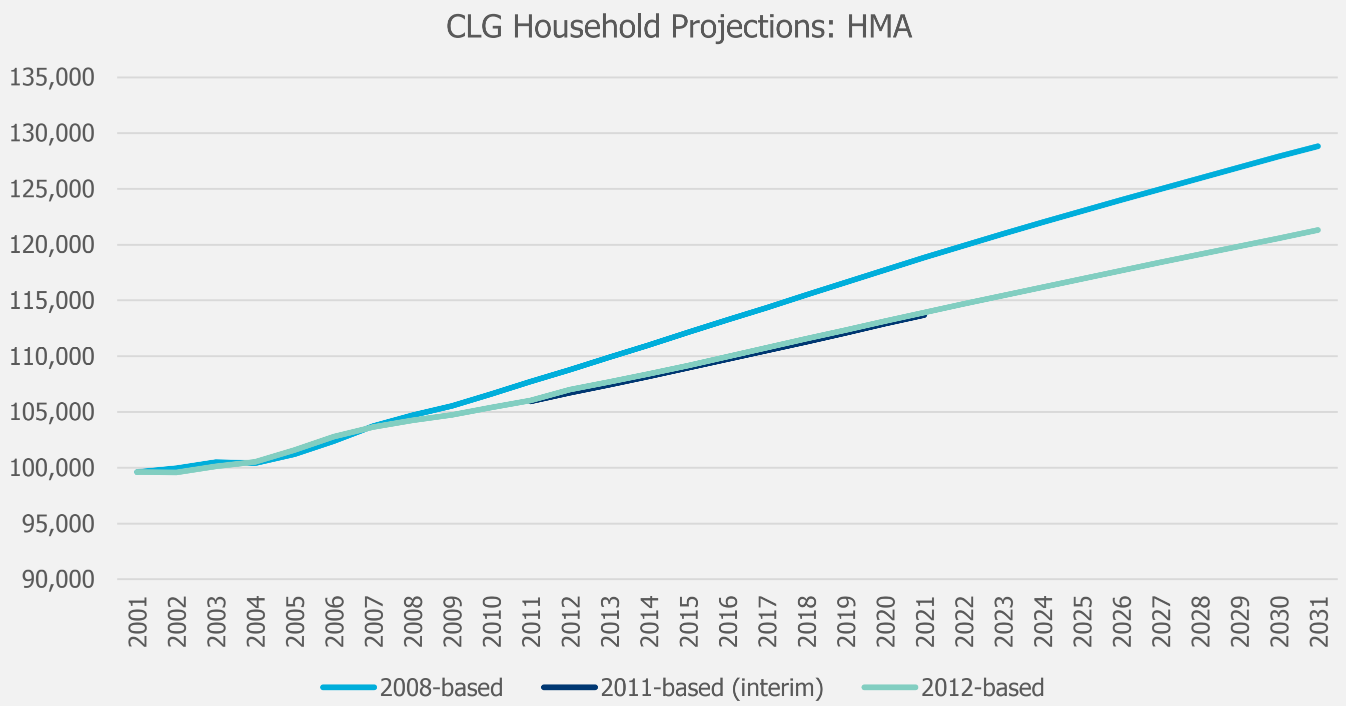
The map opposite shows the Hart, Rushmoor, and Surrey Heath HMA, as defined by the Centre for Urban and Regional Development Studies (CURDS) at Newcastle University in a study commissioned by the National Housing and Planning Advice Unit (NHPAU) at CLG.

This HMA, defined based on the basis of travel to work flows and spatial variations in standardised house prices, comprises the following LPAs on a Best Fit basis:

- Hart;
- Rushmoor;
- Surrey Heath.

Source: CURDS/NHPAU

Household Projections – the Starting Point Estimate



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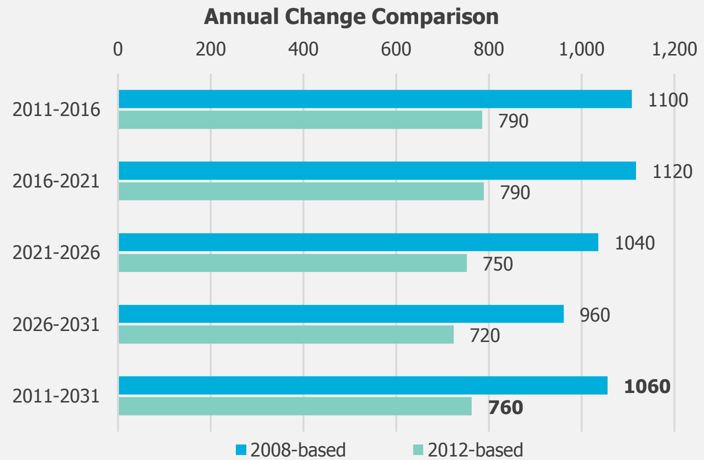
The most recent series are the 2012-based household projections published on 27 February 2015. These project growth of **760 households per annum** in the HMA over the period 2011-2031. Once an allowance for vacancy and second homes has been applied this equates to growth of **780 dwellings per annum**.

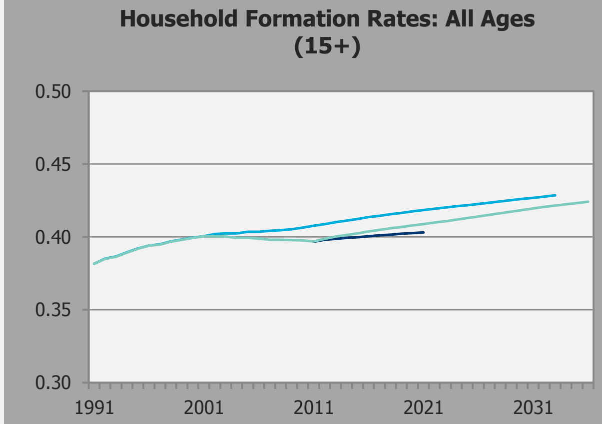
The 2012-based series project lower household growth than the previous full 2008-based series. This is because the 2012-based household projections are based on trends from a recessionary period, when rapidly worsening affordability coupled with reduced mortgage lending restricted household formation. Furthermore, the household projections are calculated by applying household formation rates to the equivalent Sub-National Population Projection (SNPP) series and therefore the population growth projected by the SNPPs also heavily influences the household projections.

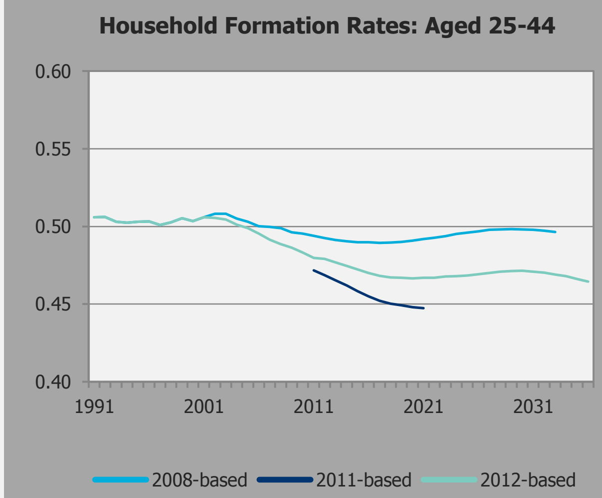


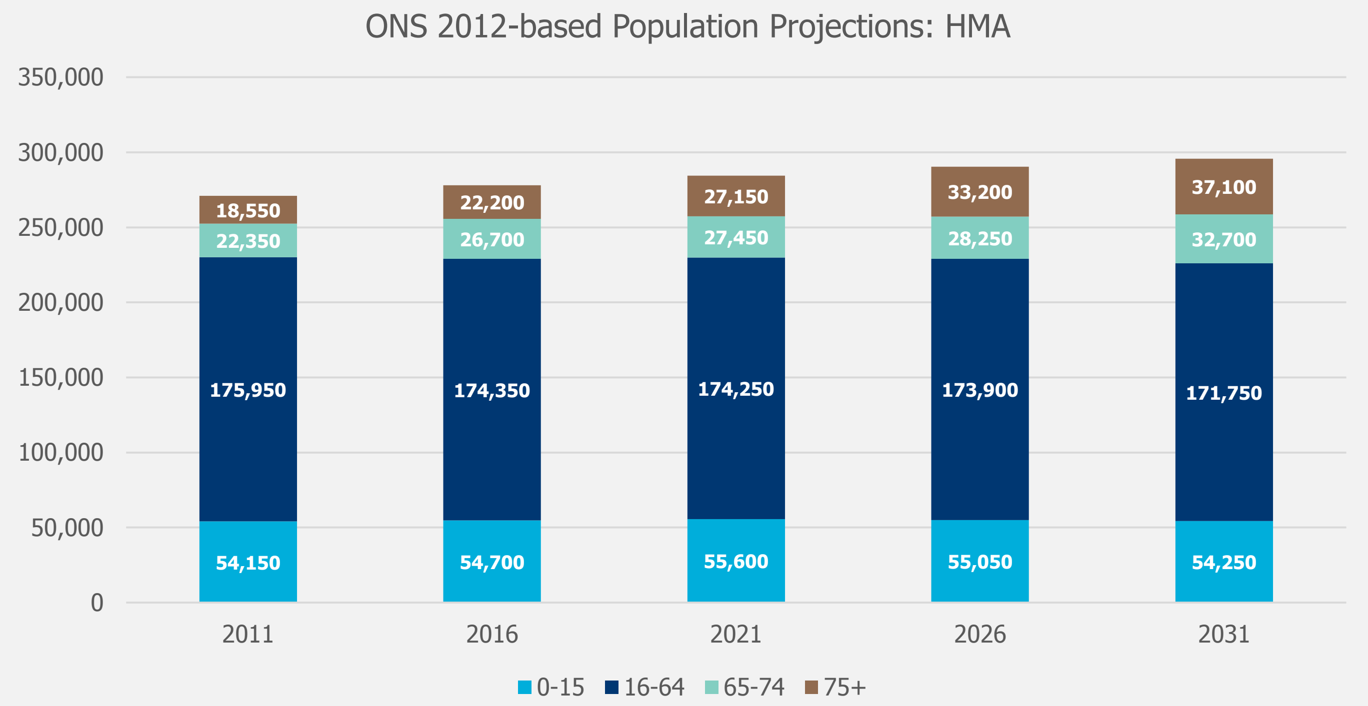
Source: Communities and Local Government (CLG) Household Projections
N.B. Figures are rounded to the nearest 10

Suppressed Household Formation

The likelihood that a person of a certain age and gender to 'head' a household (household formation rate) is lower in the 2012-based household projections compared to previous series. This suggests that the 2012 rates suppress household formation and particularly for younger people aged 25-44 years, who during the recession found it the most difficult to enter the housing market. An adjustment to the 2012 household formation rates is required to address this issue.

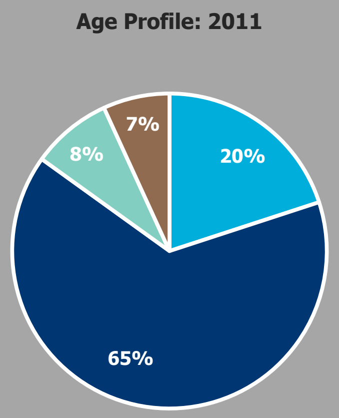


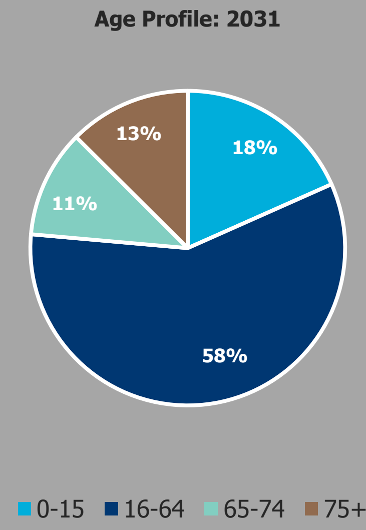




The Ageing Population

Over the Plan Period, the age profile of the HMA is projected to change significantly. By 2031, a quarter of residents will be over 65. Left unchecked, the relative decline of prime working age (16-64) population (-7%, 2011-2031) may have an adverse effect on future economic competitiveness and productivity.

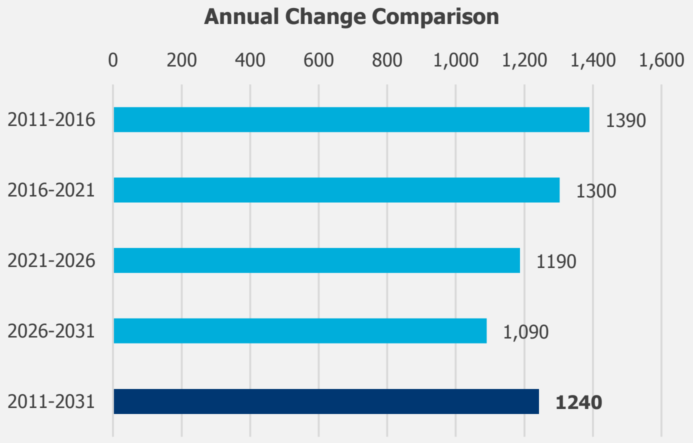




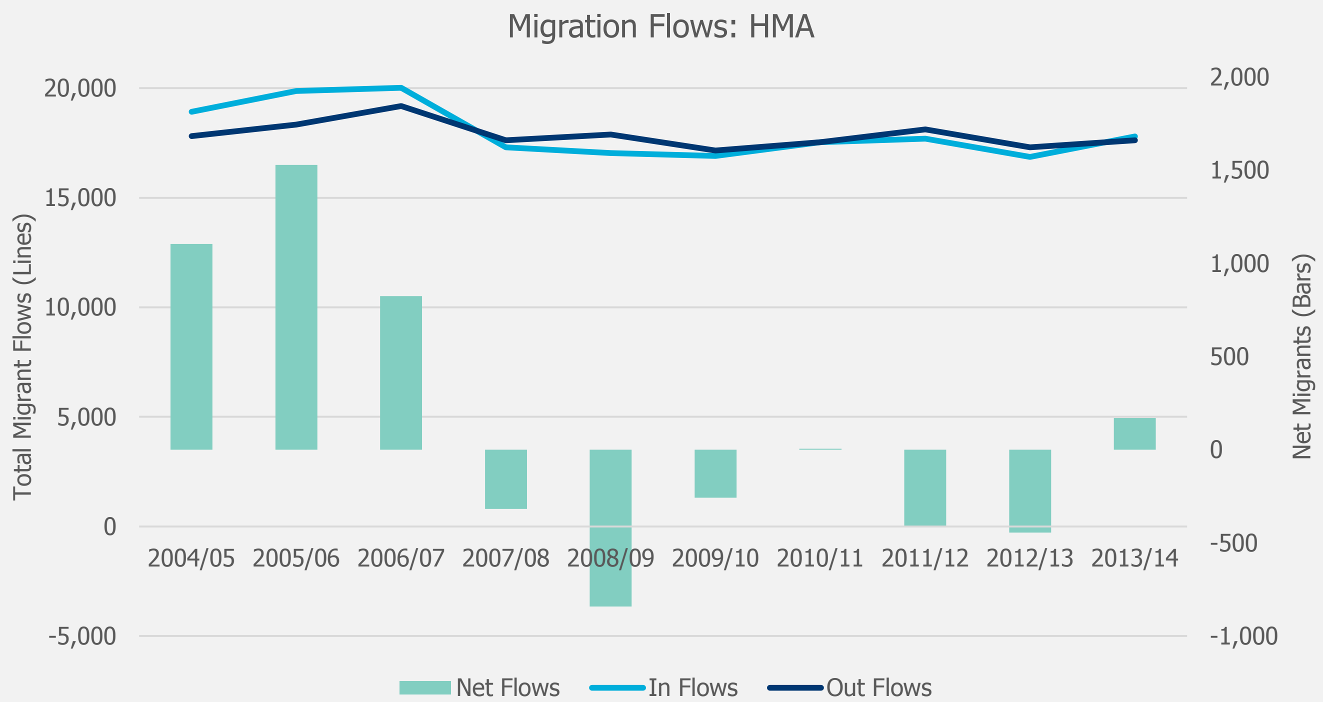
The 2012-based Sub National Population Projections (SNPP) project the HMA's population to increase by an **additional 1,240 people per annum** over the period 2011-2031. This is approximately half the growth projected by the 2008-based projections (2,050 people per annum). As the SNPP underpin the household projections this further explains the low household growth in the latest projections.

However, the 2012-based SNPP are considered to provide a conservative estimate of future population growth given they are based on trends drawn from a recessionary period and very low estimates of net international migration. The international net migration assumption projected forward over 25 years (165,000 people per annum to the UK) compares with 330,000 people recorded in the most recently recorded year (ending March 2015).

For this reason, adjustments to the 2012-based SNPP are considered necessary to establish a realistic OAN.



Source: Office for National Statistics (ONS) Sub National Population Projections
N.B. Figures are rounded to the nearest 10

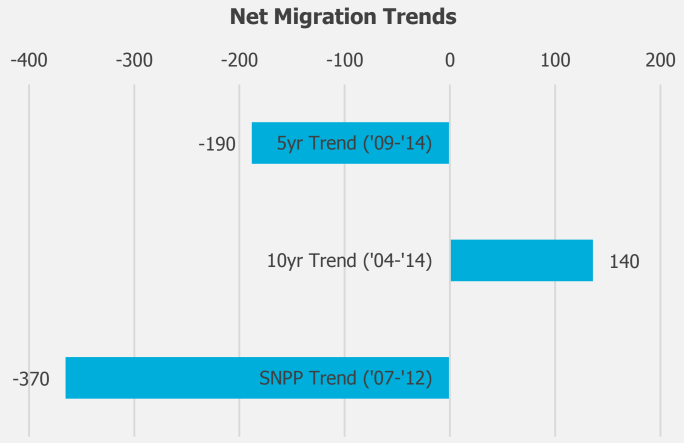


The HMA has experienced fluctuating in and out flows of people over the last 10 years, with a propensity for net in-migration in the pre recessionary years followed by net out-migration during the recession. The most recent year (2013/14) is the first since 2006/07 to show net in-migration to the HMA.

Migration from the period over which the 2012-based SNPP trends are drawn (2007-2012) averages net **out**-migration of **-370 net migrants per annum.** The most recent 5-year trend shows half the level of net **out**-migration (**-190 people per annum**). The 2012-based ONS SNPP and CLG household projection is therefore underpinned by an assumption of net out-migration; an entirely inappropriate assumption to base a Local Plan housing target.

A more robust indication of average net migration is consideration of a ten-year trend (2004-2014) which covers both a period of economic buoyancy and recession. The most recent 10 years averages net **in**-migration of **140 net migrants per annum.**

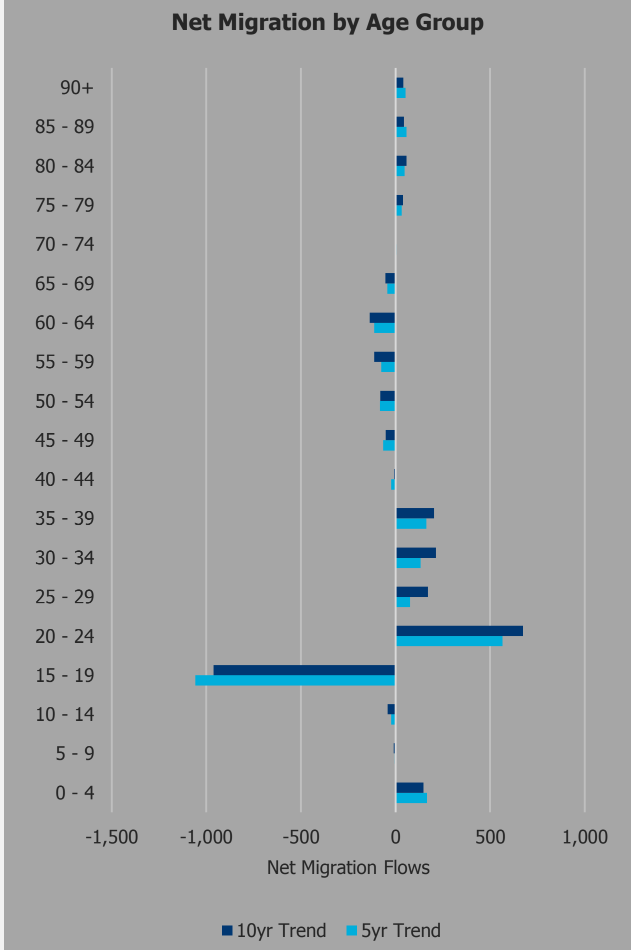
In light of this analysis it is evident that the economic downturn has led to atypical net migration patterns in the HMA area and therefore an adjustment to the migration trends underpinning the 2012-based SNPP is required.



Source: Office for National Statistics (ONS) Components of Population Change

Age Profile of Migrants

Net migrants to the HMA tend to be younger families who are of working age. Encouraging net migration will therefore counter the naturally ageing population of the HMA. Without net migration the working age population of the HMA will fall significantly over the plan period. To support economic growth in the area the resident labour supply needs to increase and this can be achieved through higher net migration.



Place of Work

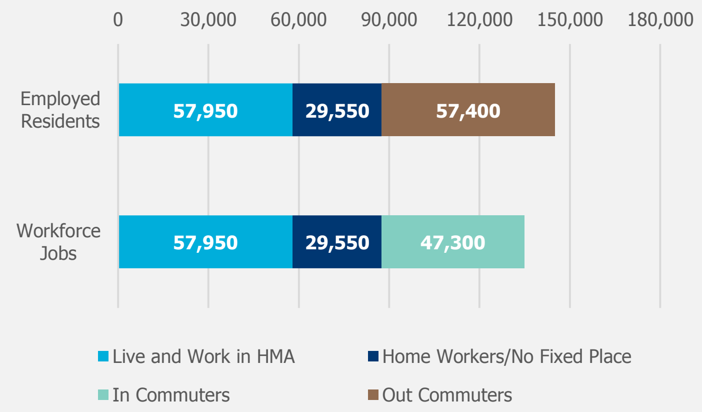
Place of Residence	Hart	Rushmoor	Surrey Heath
Hart	45%	10%	6%
Rushmoor	6%	49%	9%
Surrey Heath	3%	6%	46%

Within the HMA there is a significantly greater number of employed residents than jobs which means that the HMA **exports labour**. According to the 2011 Census, the HMA exports labour resulting in a commuting ratio of 1.08.

The HMA retains only 60% of its residents who are employed.

This means that a significant proportion (40%) travel outside of the HMA.

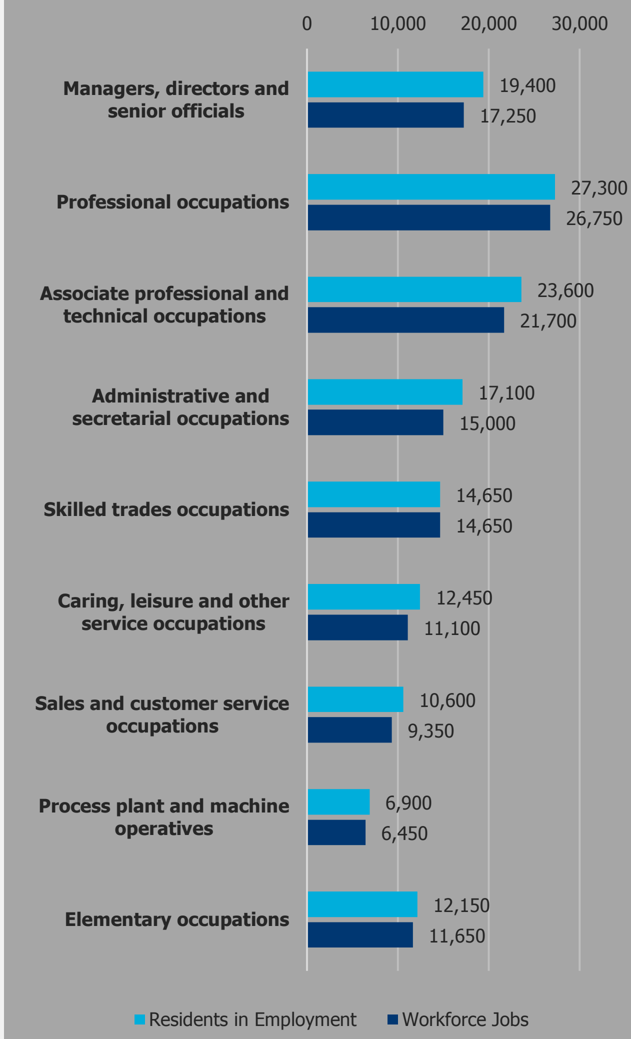
Net Commuting Ratio = 1.08

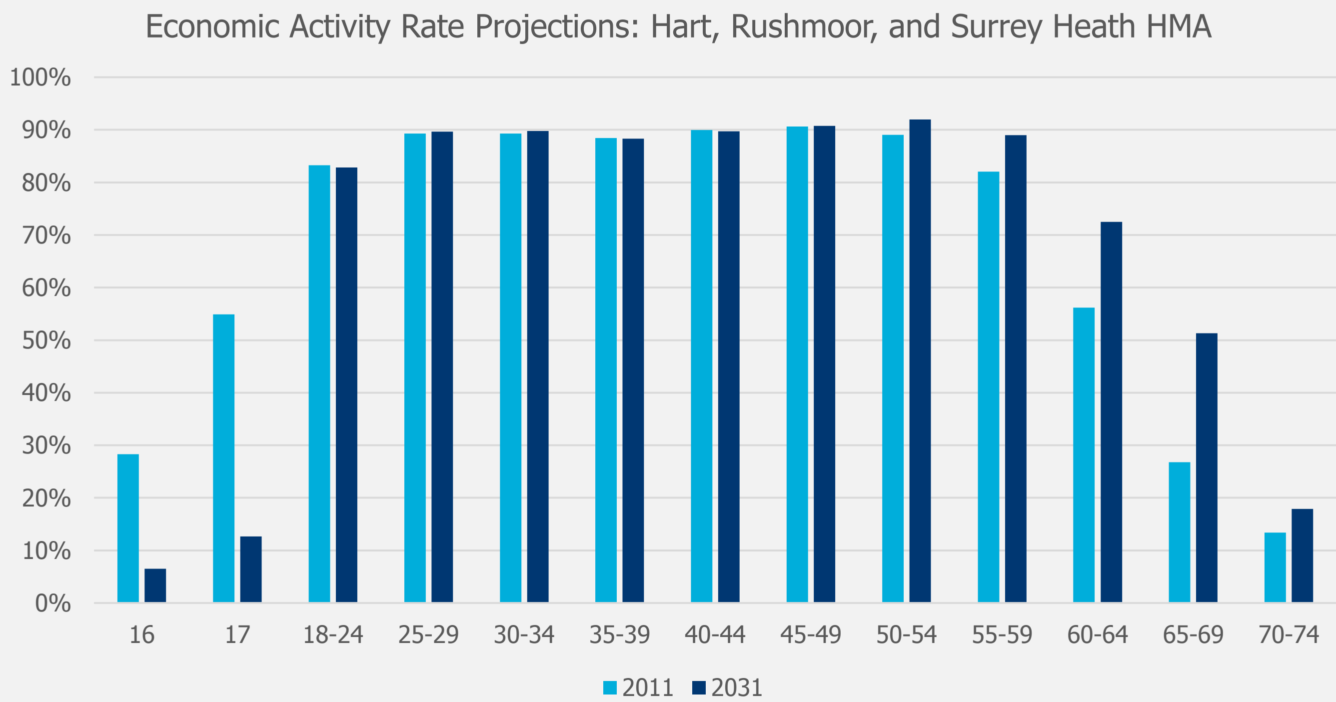


Source: Office for National Statistics (ONS) 2011 Census

Commuter Flows by Occupation

There is a net outflow of all occupational groups from the HMA, with the exception of skilled trades occupations. A significant outflow of professional occupations can be seen.



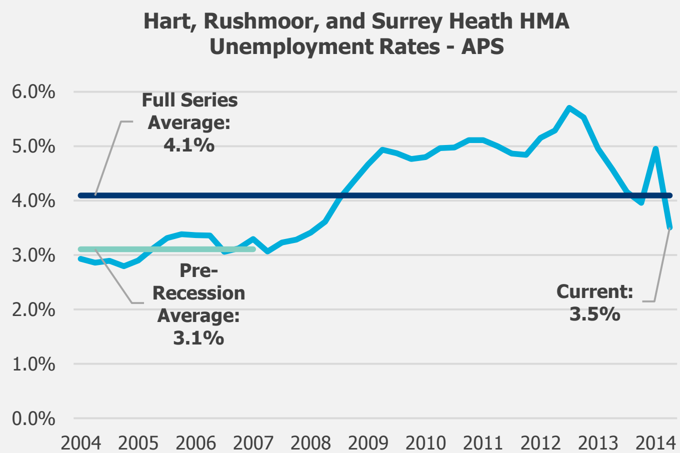


Economic activity rates measure (for a given age and gender band) the proportion of the population who are likely to be available for work.

The extension of State Pension Age (SPA) and the effective abolition of age-related retirement will increase the activity rates among the older age bands. In contrast, the extension of compulsory education to the age of 18 will reduce the activity rates of 16 and 17 year olds.

Activity rates are applied to the population projection to calculate the economically active population (resident labour supply) and therefore even where rates are held constant, an increase in the population will result in an increase in the resident labour supply.

Unemployment rates increased in the HMA during the recession. In 2011 the **unemployment rate peaked at 5.1%**. It is assumed that unemployment will return to the **pre-recession average of 3.1%** by 2021 in our OAN modelling.

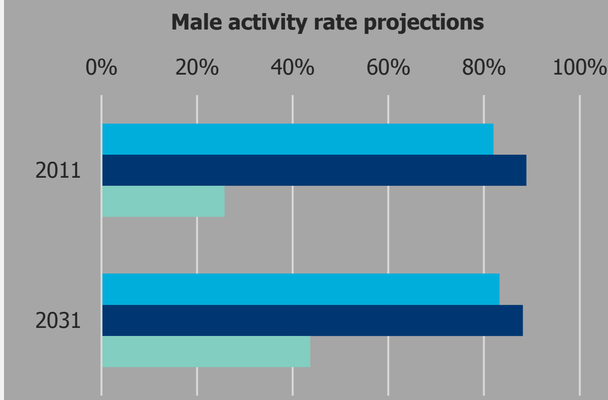


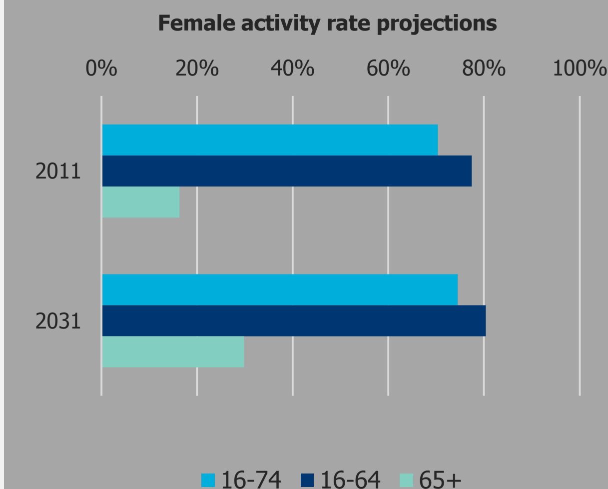
Source: ONS, 2011 Census Economic Activity projected using Kent County Council Activity Rate Forecasts to 2036, November 2014
ONS, Annual Population Survey Model Based Estimates of Unemployment

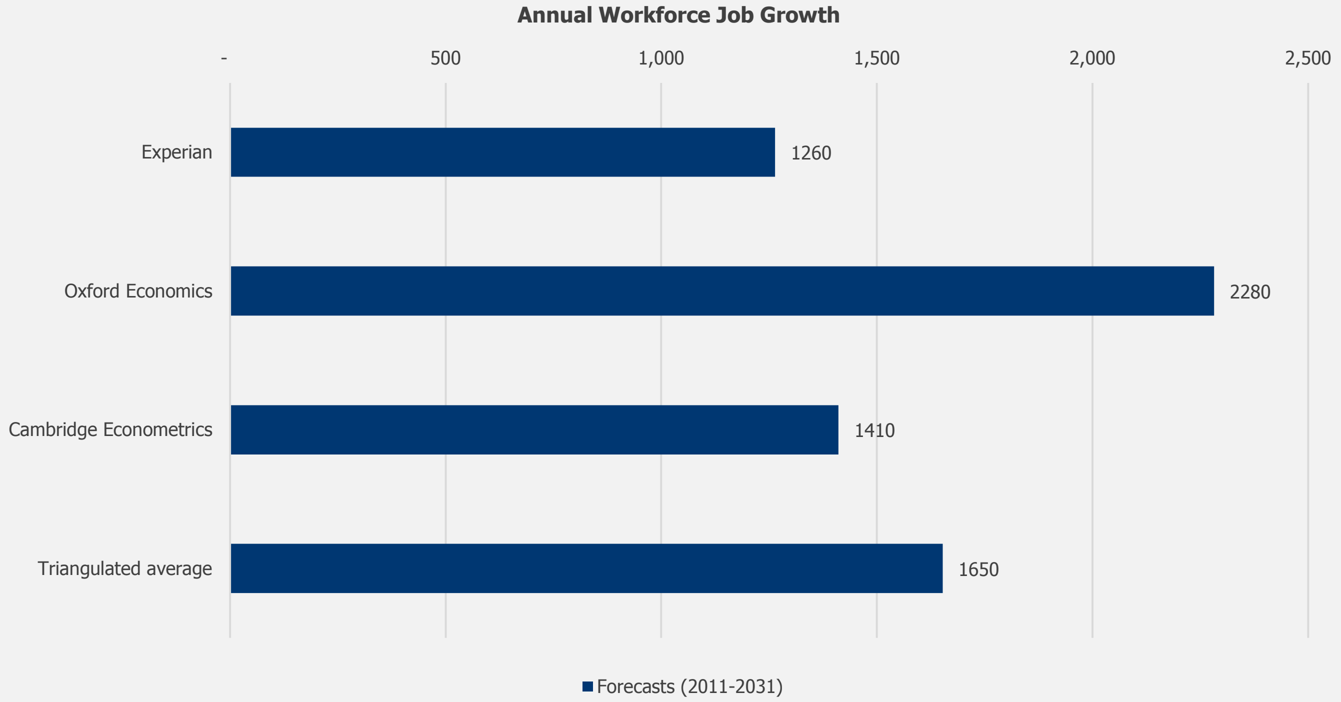
Male and Female Economic Activity

Economic activity rates are generally higher for males than females. However, between 2001 and 2011, female activity rates increased more rapidly than males as a result of increased participation of females in the labour market. Projections assume this pattern will continue. However, female rates are still expected to remain lower than males.

The extension and equalisation of male and female SPA will increase future economic activity rates for both males and females aged 65+.







The HMA has seen a steady increase in workforce jobs since 1991. Both the recessions of the late 1990s and 2000s led to a slight dip in job growth. Past trends show average growth of approximately **1,750 jobs per annum**.

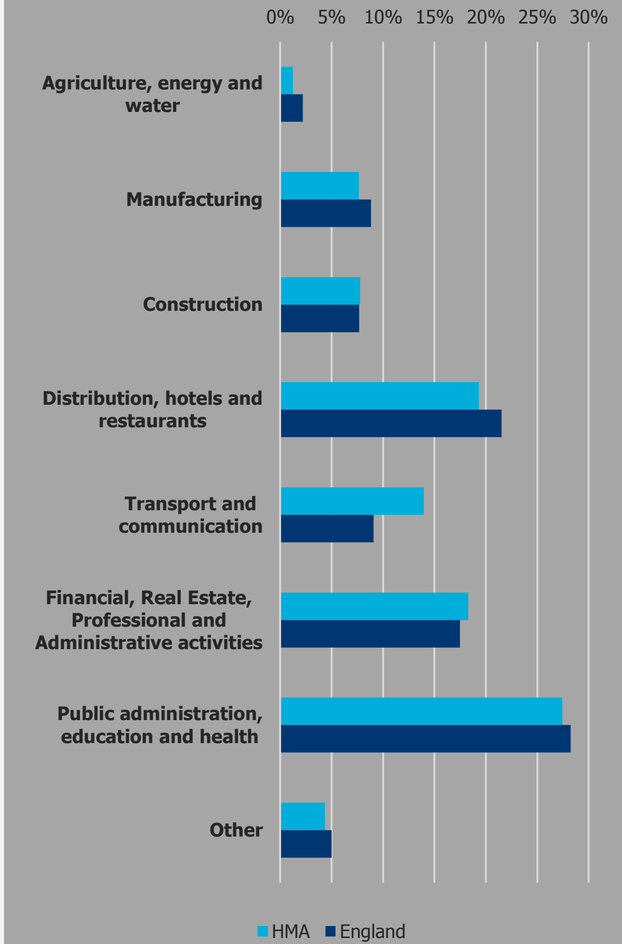
Forecasts show rising job growth over the plan period, however, at a slightly slower rate than experienced in the past. Between 2011 and 2031 the HMA is projected to see a growth of between **1,260 and 2,280 jobs per annum.**

Due to fluctuation between economic forecasts, we have based our assessment on a triangulated average of growth observed and projected by the three leading independent economic forecasting houses.

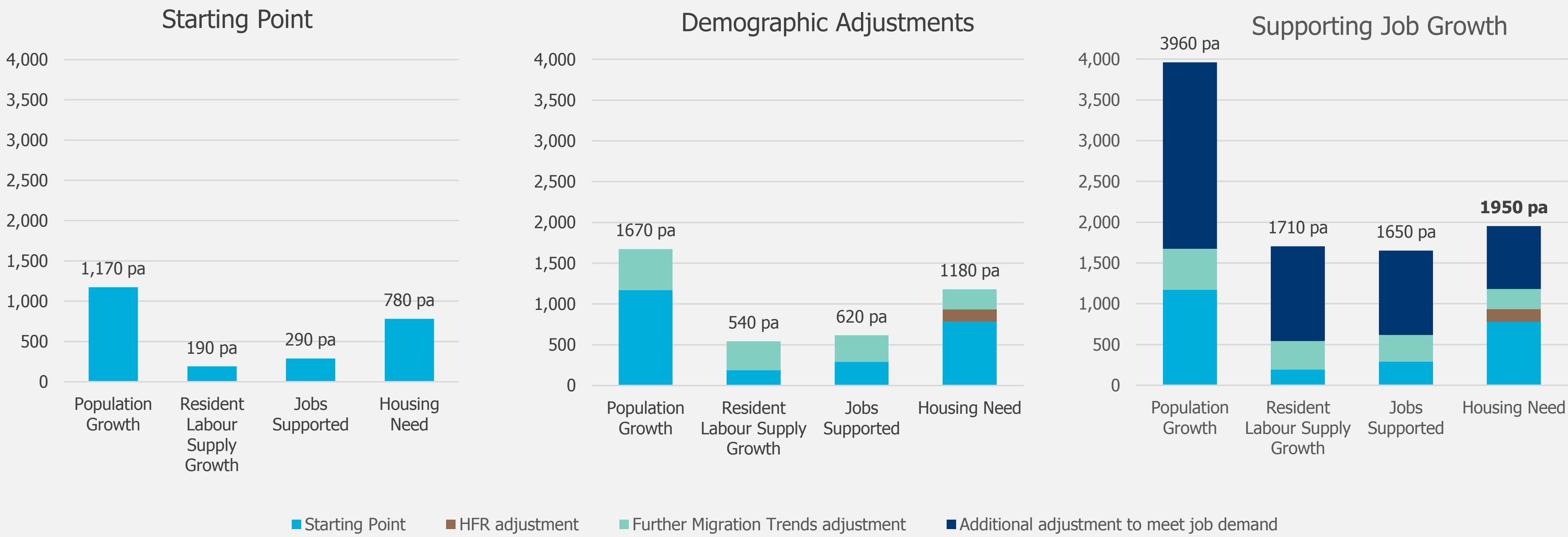
The assessment of housing need to support job growth in the HMA has therefore been based on the ability to support **1,650 jobs per annum**. In light of past trends this is considered to be a realistic assumption.

Key Industrial Sectors

The HMA's employment base is diverse with people who work in the HMA working in a wide range of industries. The industrial sector which employs the most people is the public administration, education and health sector (26%), although the proportion falls below than the national average. The transport and communication, and financial/real estate/professional and administrative activities sectors show above average representation when compared to England.



Source: Experian (June 2015), Oxford Economics (July 2015) and Cambridge Econometrics (April 2015), ONS 2011 Census Workplace Statistics (WP605EW)
N.B. Figures rounded to nearest 10



The 'Starting Point' scenario is a reflection of the CLG 2012-based Household Projection Series, with adjustments made to convert household change into housing need (by applying adjustments for vacant and second homes).

The Starting Point results in a housing need for 780 net additional dwellings per annum, and would support the delivery of 290 new jobs per annum within the HMA.

Two demographic adjustments are made to the 'Starting Point'. The first is an adjustment to the Household Formation Rates (HFRs) to address the suppression in household formation. Under this adjustment, HFRs for 25-44 year olds gradually return to the rates forecast by the CLG 2008-based household projections by the end of the plan period.

The second adjustment is to the underlying migration trends. Migration trends from the ONS 2012-based SNPP are replaced with those from the most recent 10-year period available (2004-2014).

The combined demographic adjustments result in an overall housing need for 1,180 net additional dwellings per annum. This scenario would also support the delivery of 620 new jobs per annum.

The 'Supporting Job Growth' scenario models the population growth (and dwelling requirement) to meet an independent employment forecast – in this case a triangulated average from Experian Economics, Cambridge Econometrics and Oxford Economics (1,650 new jobs per annum).

In order to provide the labour supply to meet projected job growth, it will be necessary to encourage a higher level of net in-migration than is anticipated by the official Sub-National Population Projections.

To meet the anticipated demand for 1,650 net additional jobs per annum, population growth would need to increase to 3,960 people per annum. To house this additional population growth, 1,950 dwellings per annum would be required in the HMA.

The affordability ratio measures the ratio between lower quartile house prices and lower quartile earnings. The chart to the right tracks the affordability ratio in the HMA between 1999 and 2013 based on a three year rolling average.

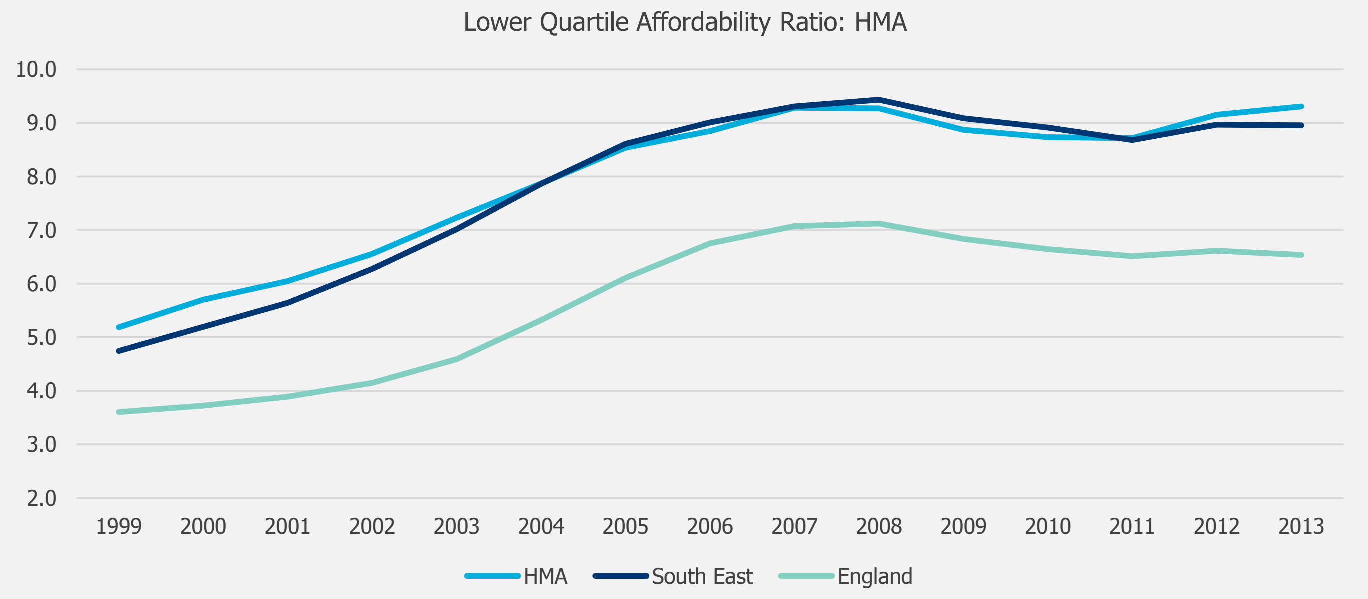
Historically the HMA has been significantly less affordable than the national average, and has tracked the regional average for the south east. However since 2011 the HMA average has risen above the regional average. This indicates an acute affordability problem in the HMA. Affordability did show some improvement between 2008 and 2011, but has since worsened. The affordability ratio is now 9.3; higher than the regional (9.0) and national (6.5) averages.

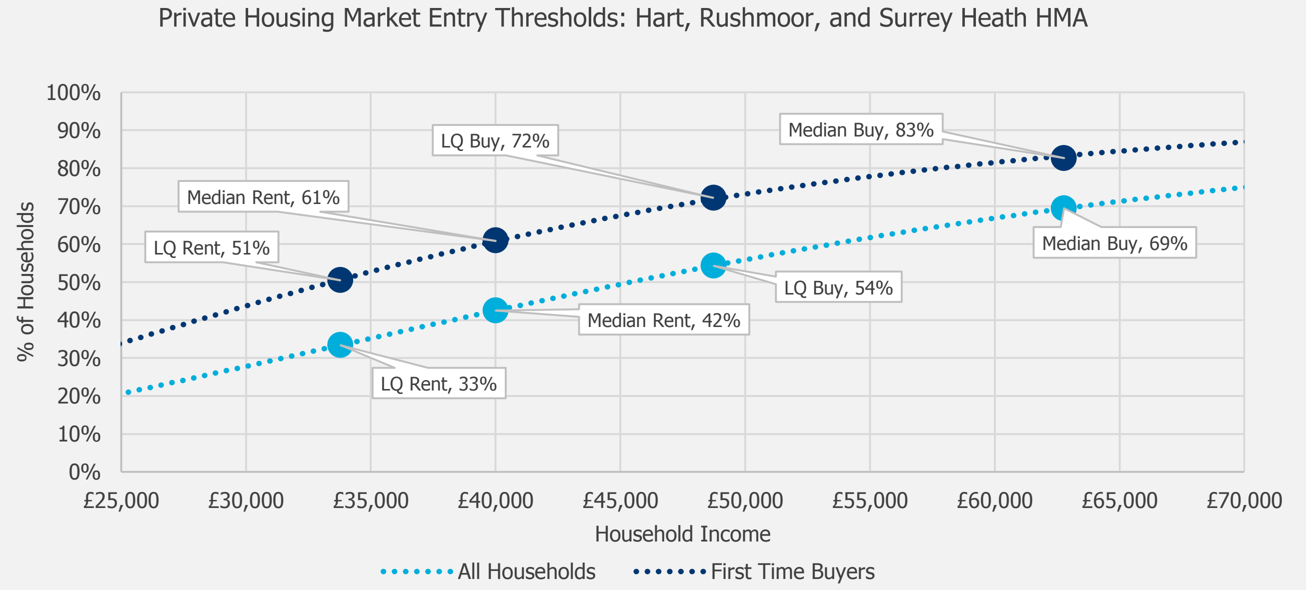
The typical mortgage borrowing multiplier is 3.35 indicating that the prospect of buying a property for many the HMA residents is still unlikely.

Private housing market entry thresholds indicate that 72% of first time buyers in the HMA would not be able to afford a lower quartile house and 61% would not be able to afford lower quartile rents.

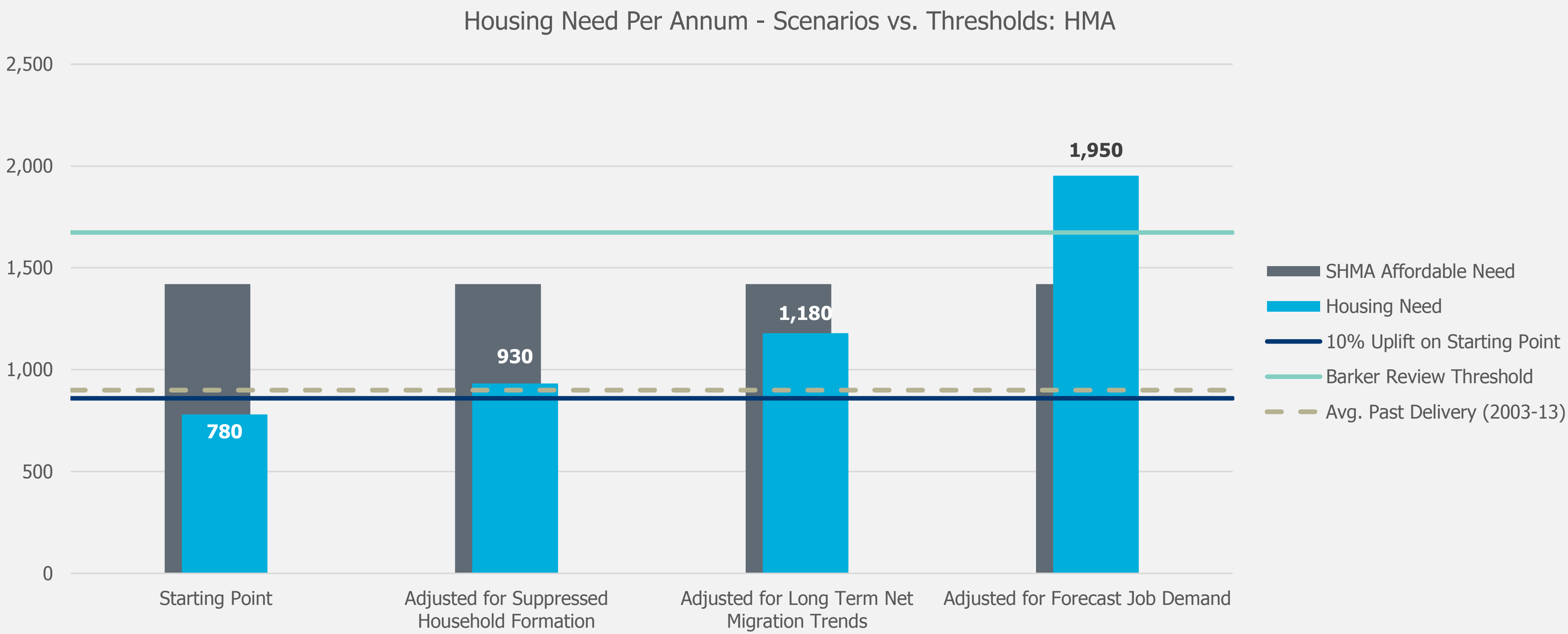
Affordability is just one of the six market signals that PPG identifies needs consideration when determining housing need, with a worsening trend in <u>any</u> of the indicators providing justification for an adjustment to the housing need number suggested by the household projections.

Further consideration of all of the market signals is deemed necessary in order to establish the full extent to which there are market signals issues within the HMA.





Source: Land Registry and Annual Survey of Hours and Earnings via CLG



The 'starting point estimate' of housing need in the HMA as indicated by the CLG 2012-based household projections is 780 dwellings per annum over the period 2011-2031. If a 10% uplift is applied to the 'starting point' estimate (in line with the uplift applied by Inspectors in recent Examinations, for example Eastleigh) to address worsening market signals, this would bring housing need close to past delivery in the HMA (860 dwellings per annum compared to 900 dwellings per annum respectively).

However, the 'starting point estimate' is considered to provide an underestimate of future housing need as it projects suppressed household formation particularly in the younger age groups (25-44 years) and is underpinned by a population projection which is based on migration trends drawn from a recessionary period. Adjustments to address both of these issues results in a housing need requirement for 1,180 dwellings per annum in the HMA. However, this level of housing growth will only support growth of 620 jobs per annum in the HMA which is significantly below past trends of employment growth (1,750 jobs per annum) and current employment forecasts (1,650 jobs per annum). To provide the resident labour supply to support growth of 1,650 jobs per annum in the HMA there is a requirement for 1,950 dwellings per annum.

Growth of 1,950 dwellings per annum represents a 120% uplift on past delivery in the HMA therefore meeting the Barker Review Threshold which identified an 86% increase in supply would help to alleviate affordability problems.

OAN of 1,950 dwellings per annum would help to meet a significant amount of the affordable need for the HMA as well as improving the significant affordability constraints evident across the HMA.

Source: Barton Willmore

The HMA incorporates the Districts of Hart, Rushmoor, and Surrey Heath.

The 2012-based Household Projections indicate a starting point of 780 dwellings per annum.

The 25-44 age group shows clear signs of suppressed household formation. Making an adjustment for this results in an increase in housing need to 930 dpa.

The migration trends observed over the 2012-based SNPP's trend period (2007-12) show net out-migration from the HMA. It would not be appropriate to set a Local Plan housing target based on net out-migration. Furthermore a more representative 10 year average shows net in-migration to the HMA. Making an adjustment for this 10-year trend increases housing need to 1,180 dpa.

It is forecast that an average of 1,650 new jobs per annum will be created within the HMA over the plan period. The demographic-led housing need figure would supply capacity to support only 620 jobs per annum. Making an adjustment for forecast job growth increases housing need to 1,950 dpa.

Affordability has worsened significantly since 2001, and 72% of first time buyers are unable to afford to buy a lower quartile priced-house. The Jobs-led Modelled housing need would make a significant contribution to meeting affordable housing need in the HMA, and will exceed the Barker Review threshold of at least an 86% increase to past delivery.

The Full Objectively Assessed Housing Need for the HMA between 2011 and 2031 is 1,950 dpa.

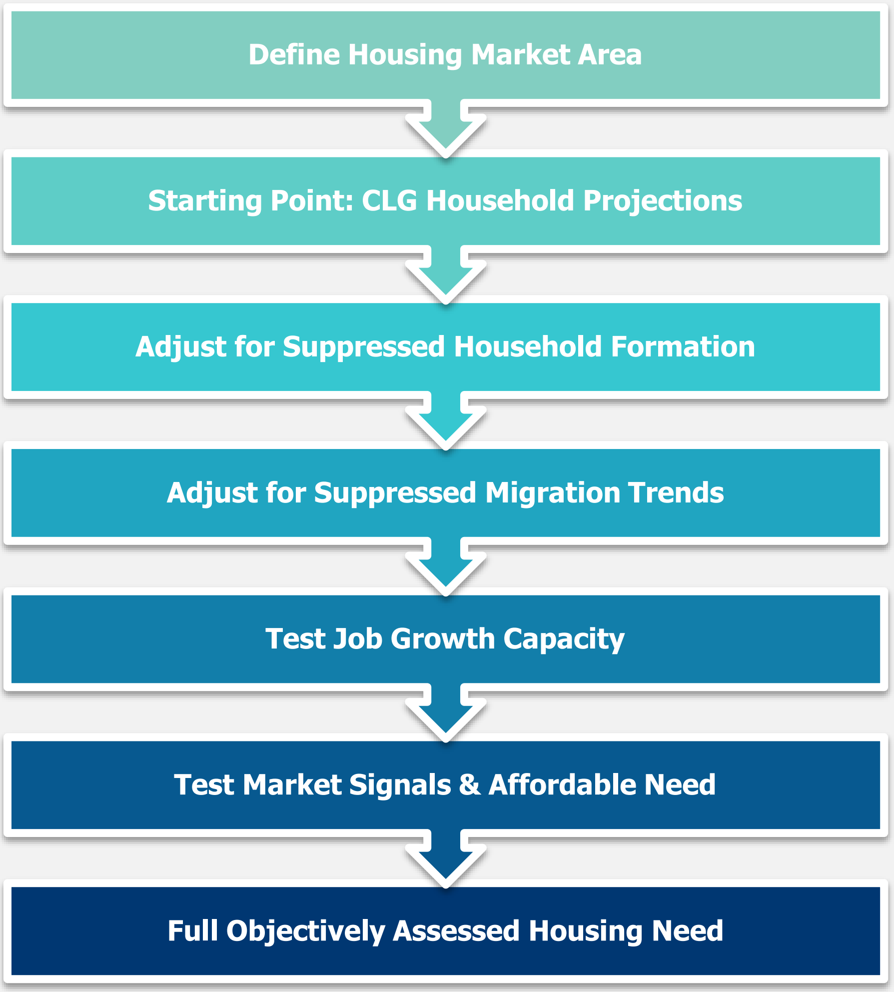
BARTON WILLMORE

Objectively Assessed Housing Need

Hart District

October 2015

Prepared on behalf of
Barratt Homes and
Gallagher Estates



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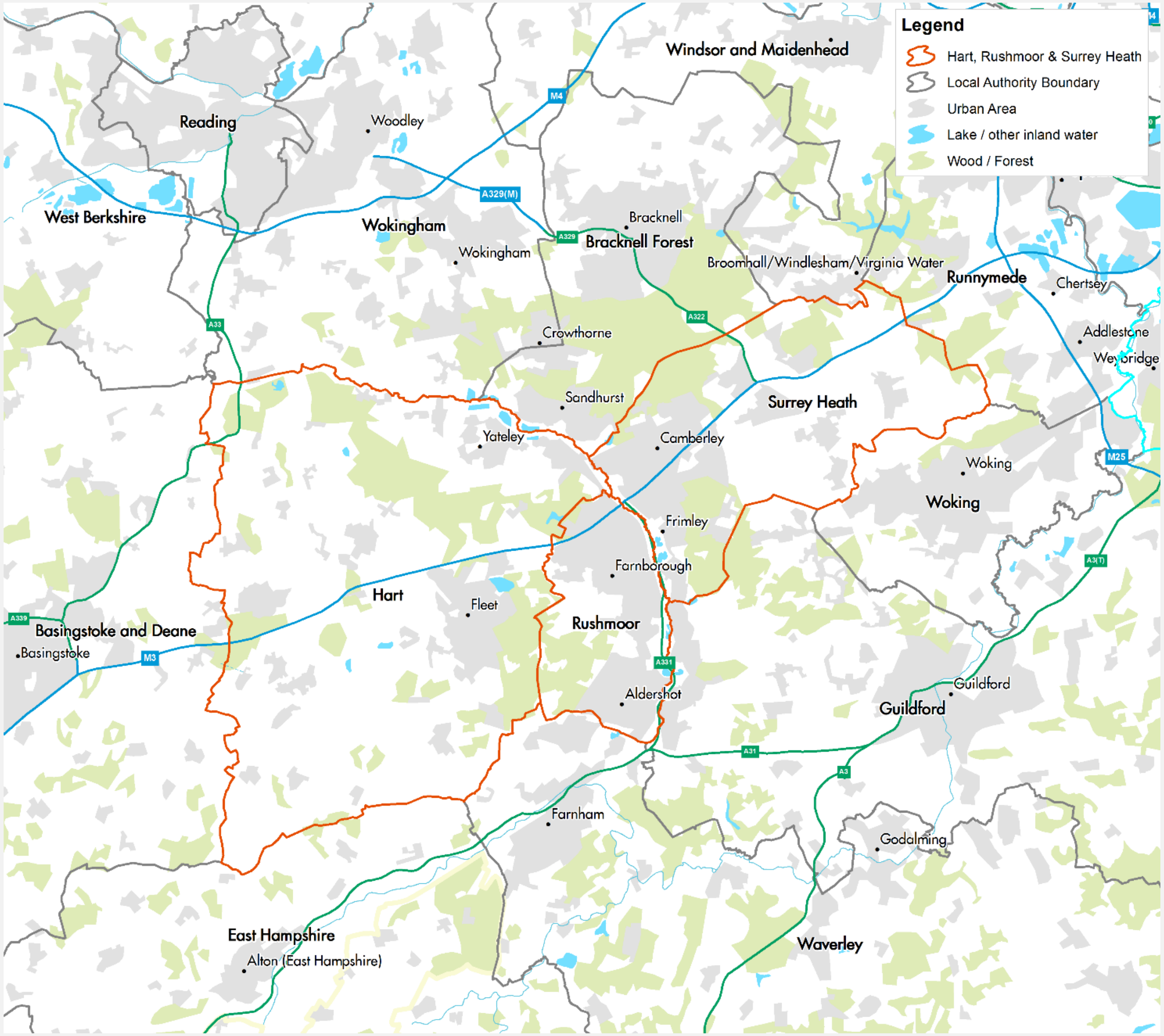

CURDS/NHPAU Strategic HMA

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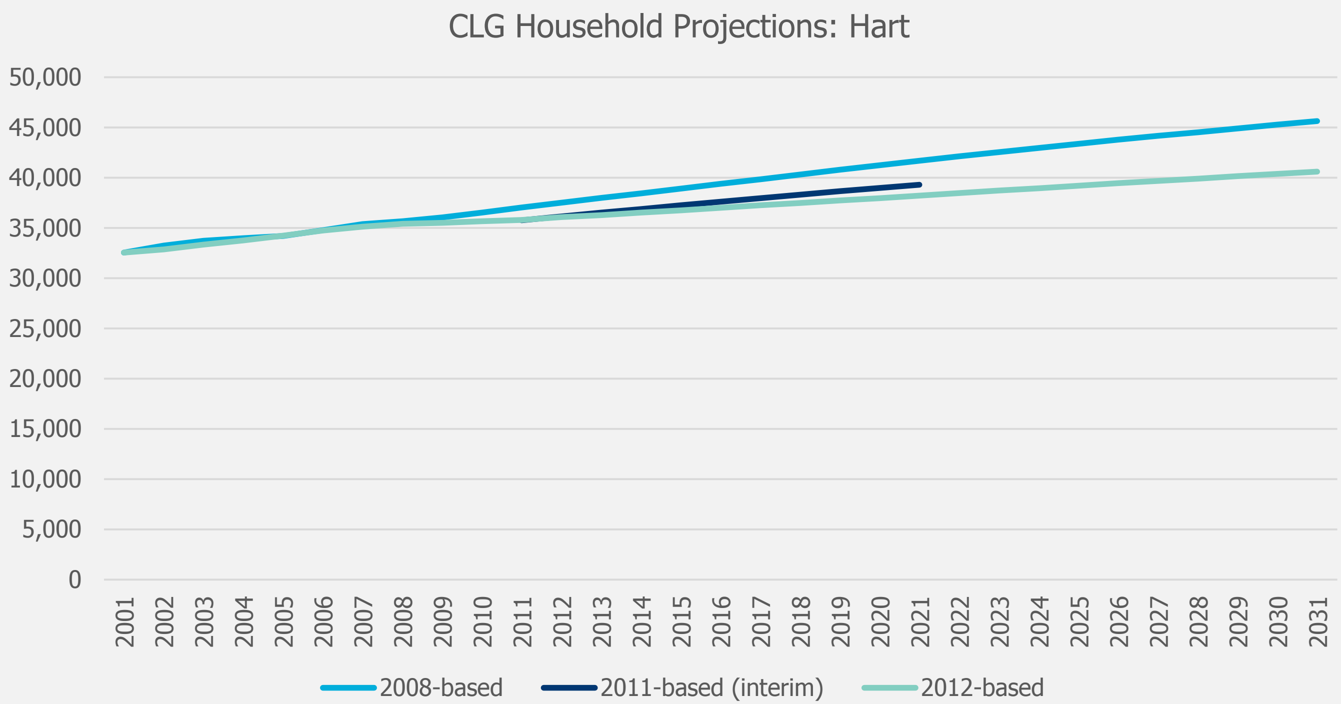

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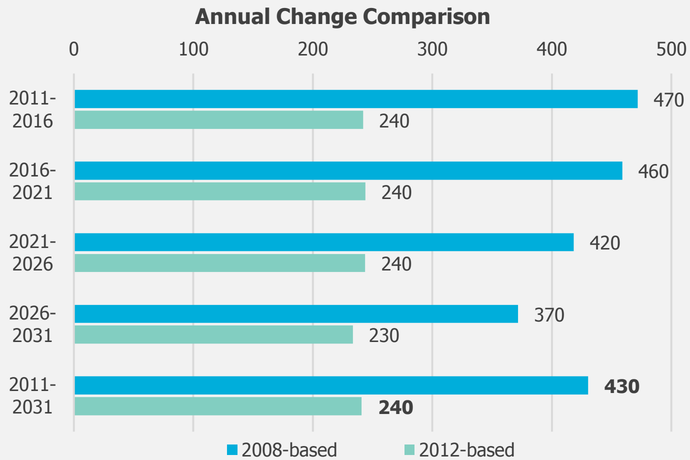
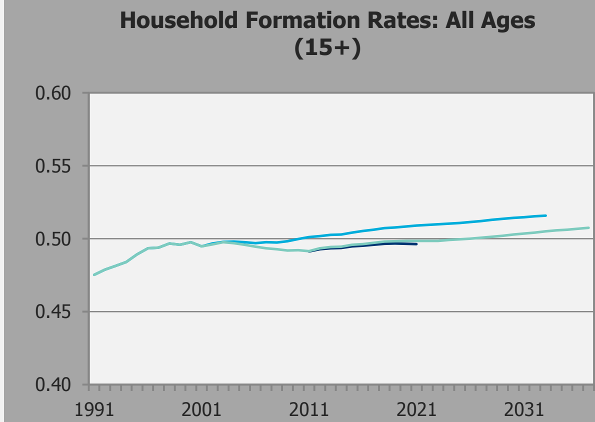
The 2012-based series project lower household growth than the previous 'interim' 2011-based and 2008-based series. This is because the 2012-based household projections are based on trends from a recessionary period, when rapidly worsening affordability coupled with reduced mortgage lending restricted household formation. Furthermore, the household projections are calculated by applying household formation rates to the equivalent Sub-National Population Projection (SNPP) series and therefore the population growth projected by the SNPPs also heavily influences the household projections.

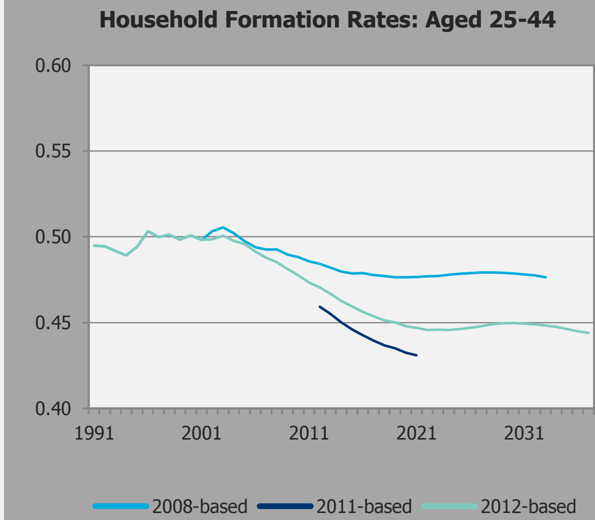


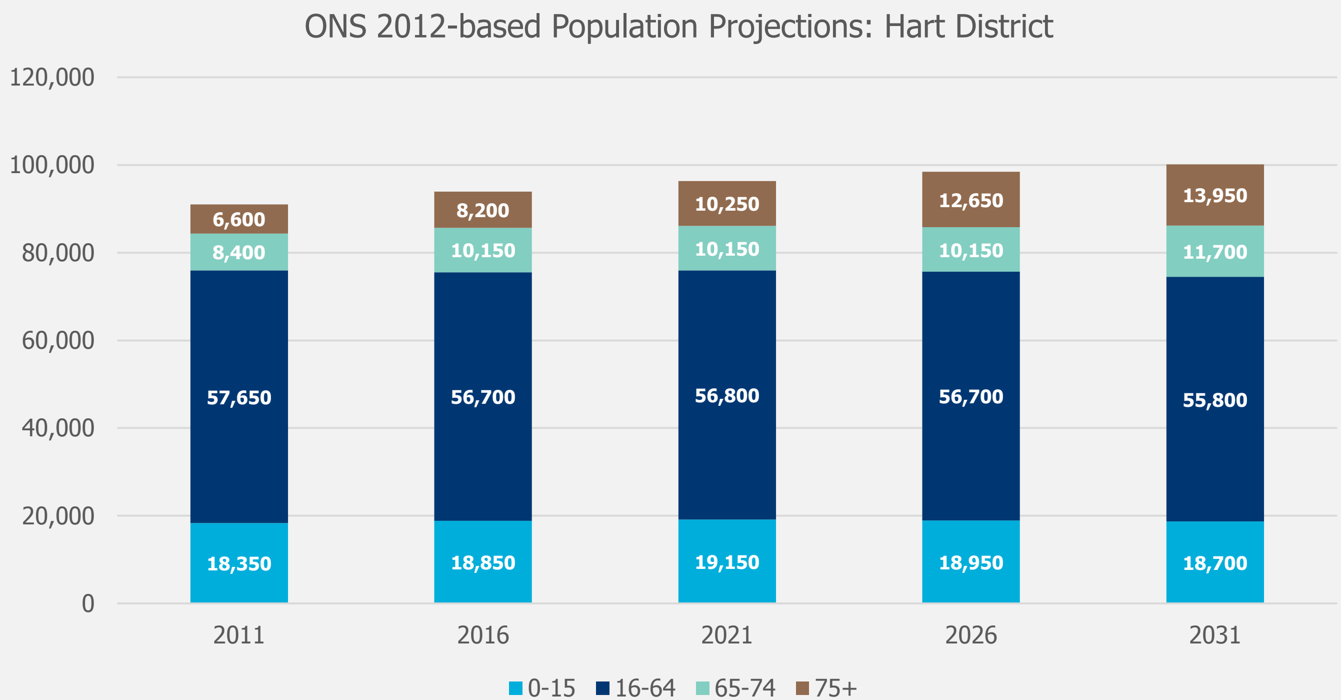
Source: Communities and Local Government (CLG) Household Projections

Suppressed Household Formation

The likelihood that a person of a certain age and gender to 'head' a household (household formation rate) is lower in the 2012-based household projections compared to previous series. This suggests that the 2012 rates suppress household formation and particularly for younger people aged 25-44 years, who during the recession found it the most difficult to enter the housing market. An adjustment to the 2012 household formation rates is required to address this issue.



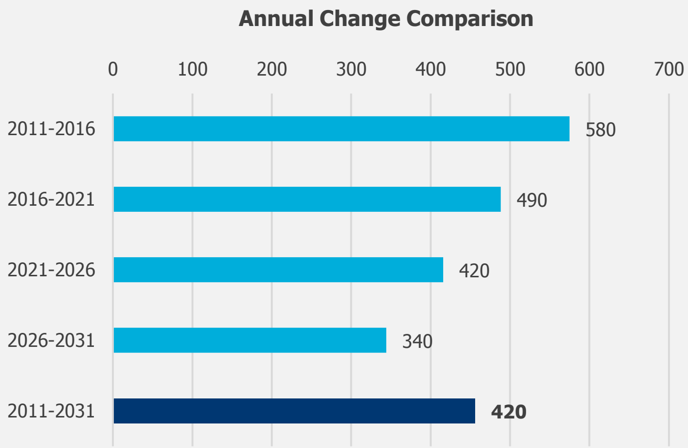




The 2012-based Sub National Population Projections (SNPP) project Hart District's population to increase by an **additional 420 people per annum** over the period 2011-2031. This is approximately half the growth projected by the 2008-based projections (880 people per annum). As the SNPP underpin the household projections this further explains the lower household growth in the latest projections.

However, the 2012-based SNPP are considered to provide a conservative estimate of future population growth given they are based on trends drawn from a recessionary period and very low estimates of net international migration.

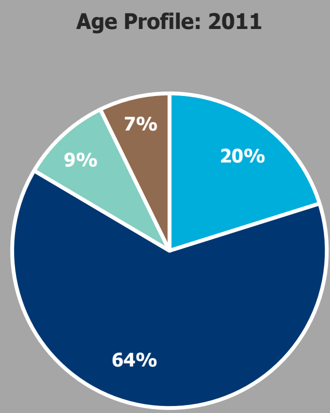
For this reason, adjustments to the 2012-based SNPP are considered necessary to establish a realistic OAN.

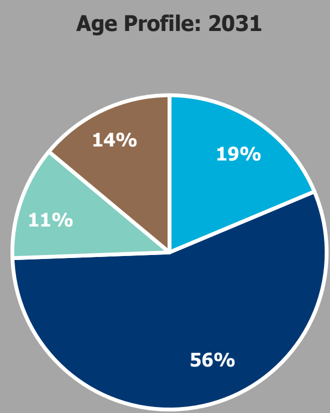


Source: Office for National Statistics (ONS) Sub National Population Projections

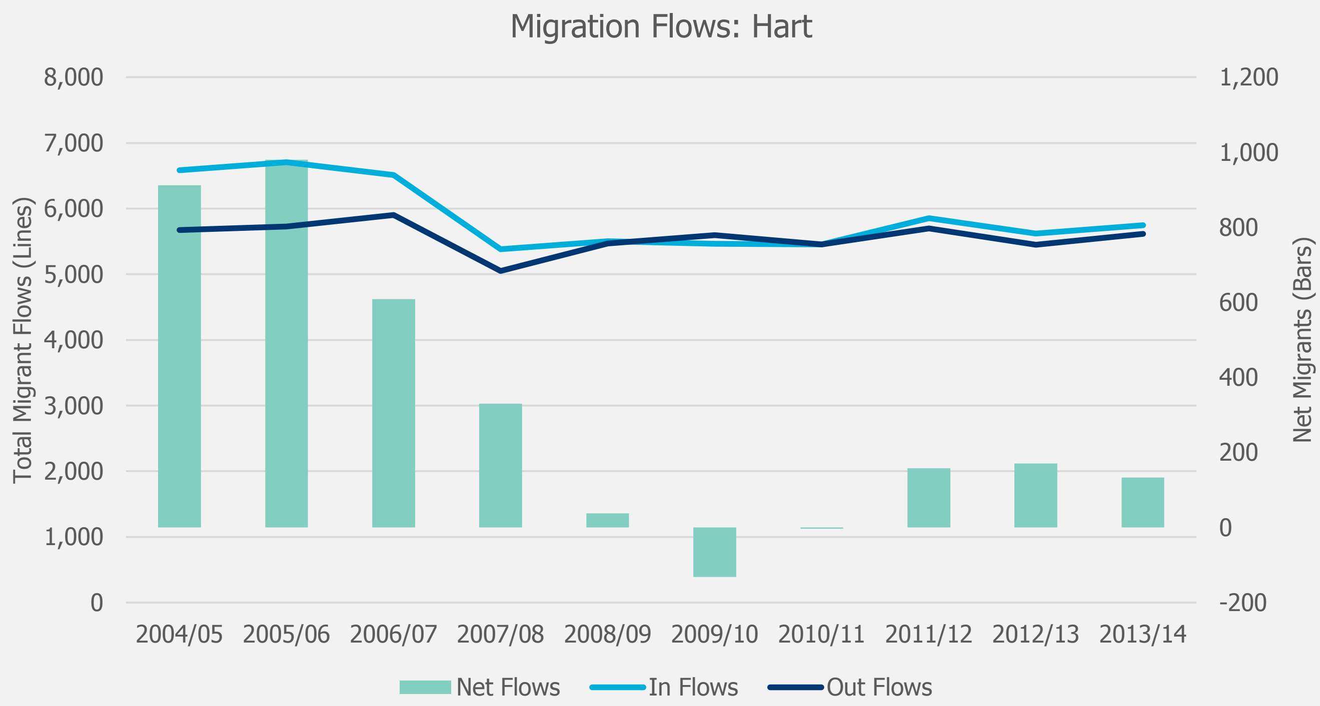
The Ageing Population

Over the Plan Period, the age profile of Hart District is projected to change significantly. By 2031, a quarter of residents will be over 65. Left unchecked, the relative decline of prime working age (16-64) population (-8%, 2011-2031) may have an adverse effect on future economic competitiveness and productivity.





0-15 16-64 65-74 75+



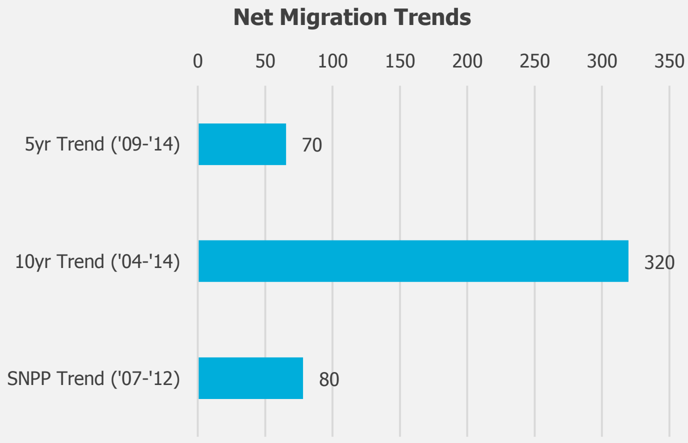
With the exception of 2009/10 and 2010/11 there have been higher in flows of people moving to Hart District than there have been out flows, resulting in years of net in and out migration.

Migration trends from the period over which the 2012-based SNPP trends are drawn averages **80 net in-migrants per annum** to Hart. This is based on trends taken from the recessionary period (2007-2012).

Whether the 5-year trend of the 2012-based SNPP (80 people per annum, 2007-2012), or the most recent 5-year trend (70 people per annum, 2009-2014) is used, the trend is heavily influenced by the net out-migration experienced during the recession (2009-2011).

A more robust indication of average net migration is consideration of a ten-year trend (2004-2014) which covers both a period of economic buoyancy and recession. The most recent 10 years (2004-2014) averages **320 net migrants per annum.**

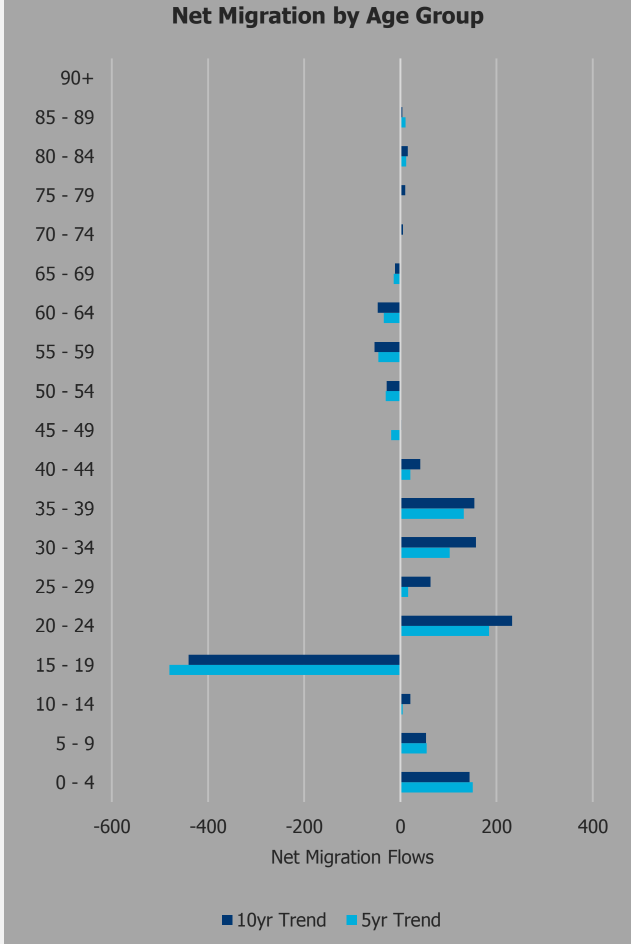
In light of this analysis it is evident that the economic downturn has led to atypical net migration patterns in Hart District and therefore an adjustment to the migration trends underpinning the 2012-based SNPP is required.



Source: Office for National Statistics (ONS) Components of Population Change

Age Profile of Migrants

Net migrants to Hart tend to be younger families who are of working age. Encouraging net in-migration will therefore counter the naturally ageing population of the District. Without net in-migration the working age population of Hart will fall significantly over the plan period. To support economic growth in the area the resident labour supply needs to increase and this can be achieved through higher net migration.



Commuter Flows within the HMA

Place of Work

Place of Residence

	Hart	**Rushmoor**	**Surrey Heath**
Hart	45%	10%	6%
Rushmoor	6%	49%	9%
Surrey Heath	3%	6%	46%

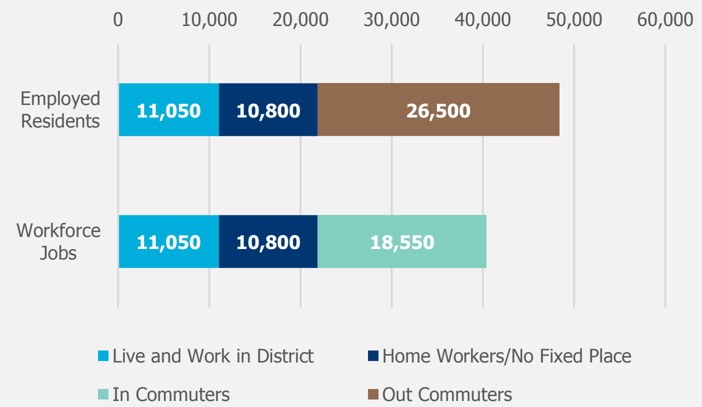
Within Hart District there is a significantly greater number of employed residents than jobs which means that Hart District **exports labour**. According to the 2011 Census, Hart District exports 20% (net) of its workforce labour resulting in a commuting ratio of 1.20.

Hart District retains only 45% of its residents who are employed.

A further 16% of Hart District residents in employment leave the district to work elsewhere in the HMA, with 10% travelling into Rushmoor and 6% to Surrey Heath. This means that a significant proportion (39%) travel outside of the HMA.

Of those who come to work in Hart, only 9% come from the remaining authorities of the HMA.

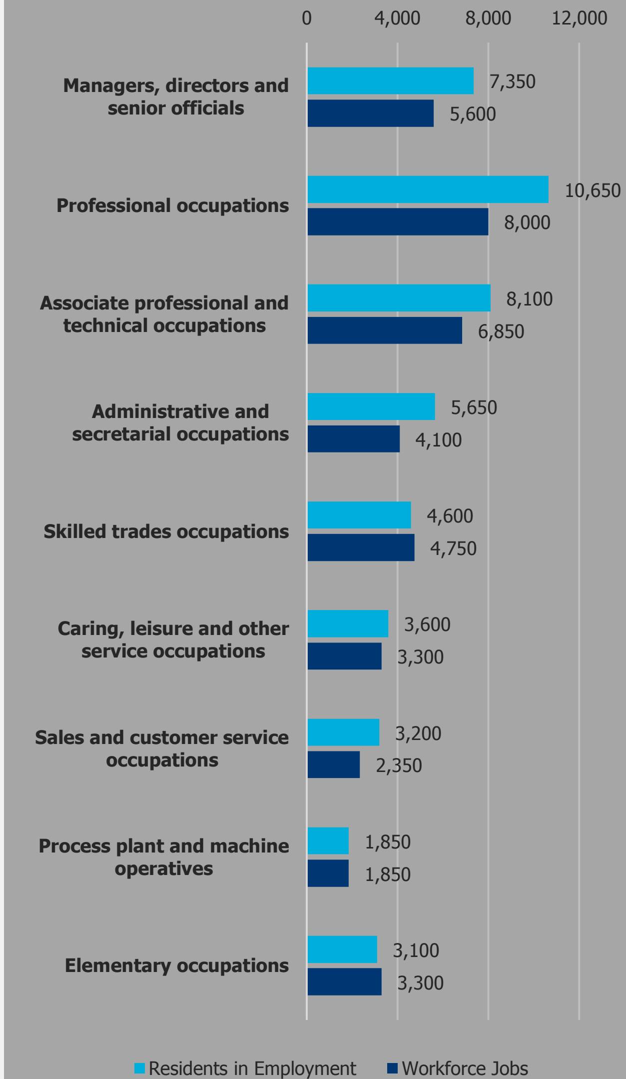
Net Commuting Ratio = 1.20

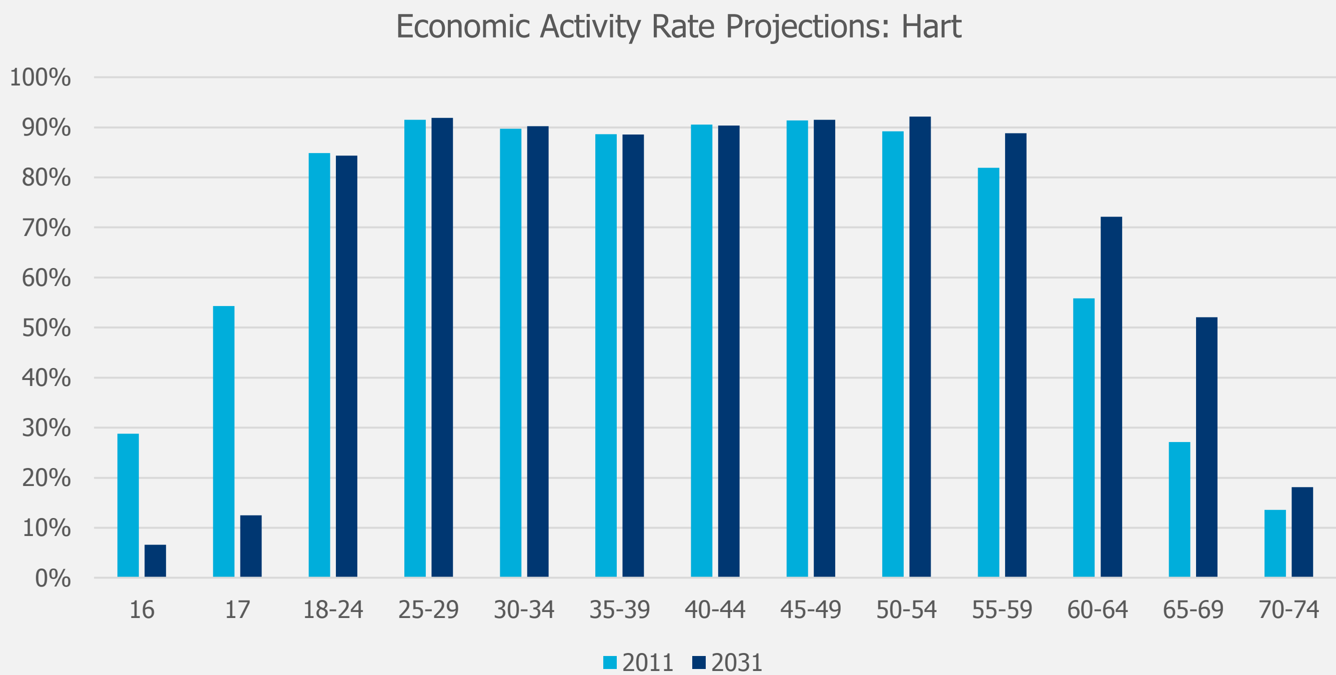


Source: Office for National Statistics (ONS) 2011 Census

Commuter Flows by Occupation

There is a net outflow of all occupational groups from Hart District, with the exception of skilled trades and elementary occupations. A significant outflow of managers/directors/senior officials, professional, and associate professional/technical occupations can be seen.



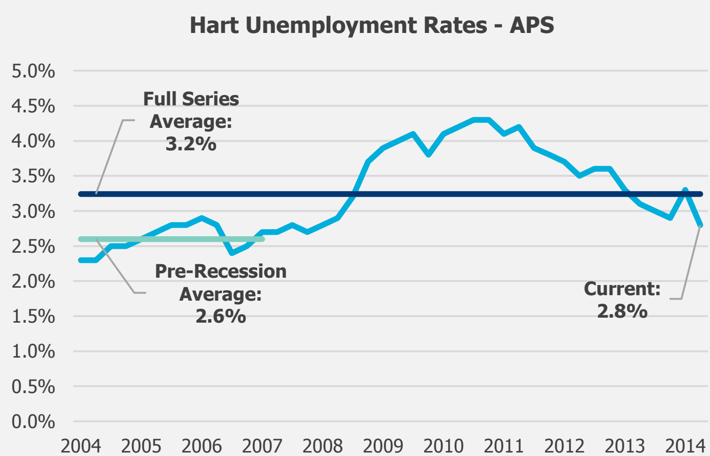


Economic activity rates measure (for a given age and gender band) the proportion of the population who are likely to be available for work.

The extension of State Pension Age (SPA) and the effective abolition of age-related retirement will increase the activity rates among the older age bands. In contrast, the extension of compulsory education to the age of 18 will reduce the activity rates of 16 and 17 year olds.

Activity rates are applied to the population projection to calculate the economically active population (resident labour supply) and therefore even where rates are held constant, an increase in the population will result in an increase in the resident labour supply required to fill jobs.

Unemployment rates increased in Hart during the recession. In 2010/11 the **unemployment rate peaked at 4.3%**. It is assumed that unemployment will return to the **pre-recession average of 2.6%** by 2021 in Barton Willmore's demographic modelling.

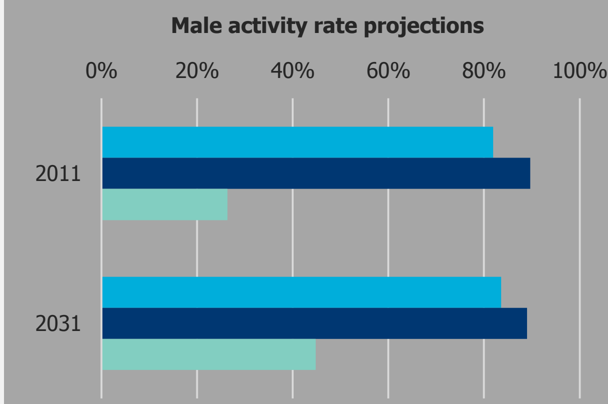


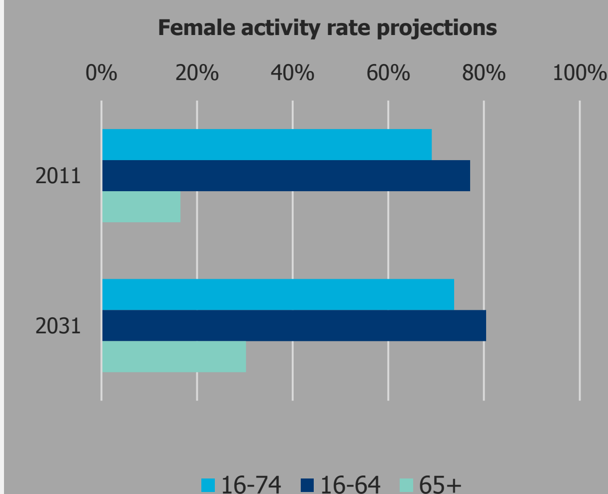
Source: ONS, 2011 Census Economic Activity projected using Kent County Council Activity Rate Forecasts to 2036, November 2014
ONS, Annual Population Survey Model Based Estimates of Unemployment

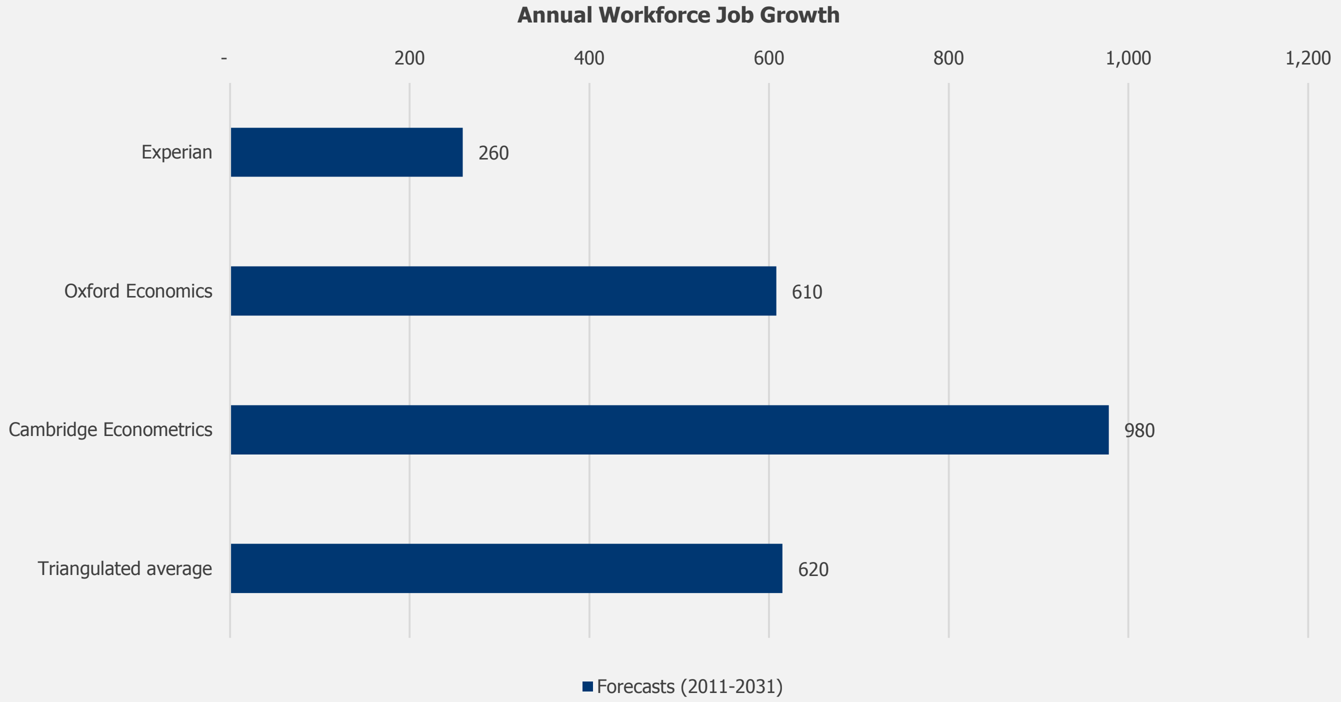
Male and Female Economic Activity

Economic activity rates are generally higher for males than females. However, between 2001 and 2011, female activity rates increased more rapidly than males as a result of increased participation of females in the labour market. Projections assume this pattern will continue. However, female rates are still expected to remain lower than males.

The extension and equalisation of male and female SPA will increase future economic activity rates for both males and females aged 65+.







Hart has seen a steady increase in workforce jobs since 1991. Both the recessions of the late 1990s and 2000s led to a slight dip in job growth, however past trends show average growth of approximately **720 jobs per annum**.

Forecasts project job growth to continue to rise over the plan period, however, at a slightly slower rate than experienced in the past. Between 2011 and 2031 Hart is projected to see growth of **620 jobs per annum.**

Due to fluctuation between economic forecasts, this is based on a triangulated average of growth observed and projected by the three leading independent economic forecasting houses (Experian, Oxford Economics, and Cambridge Econometrics).

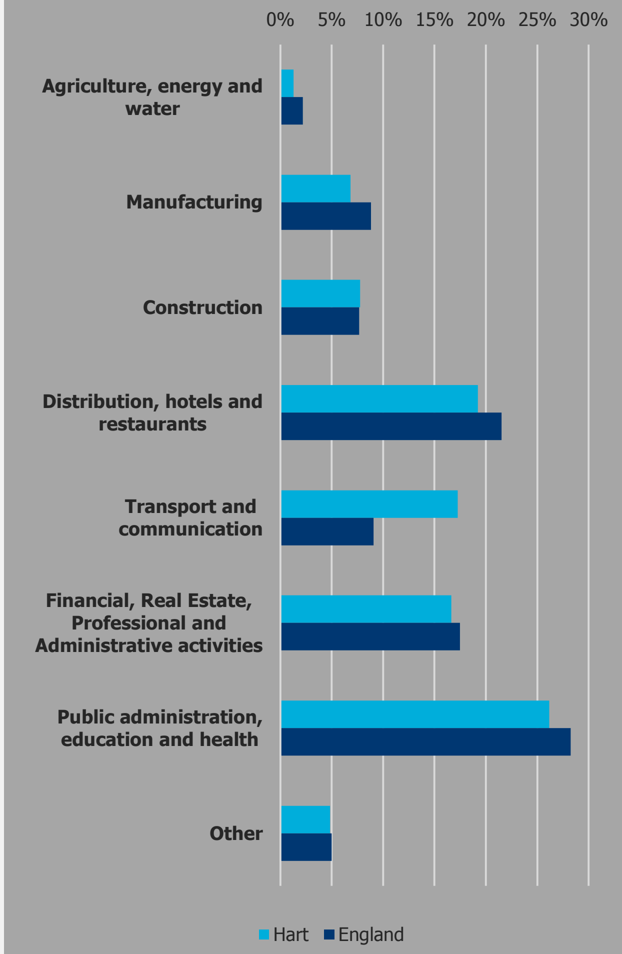
The assessment of housing need to support job growth in Hart has been based on the ability to support **620 jobs per annum**. In light of past trends this is considered to be a realistic assumption.

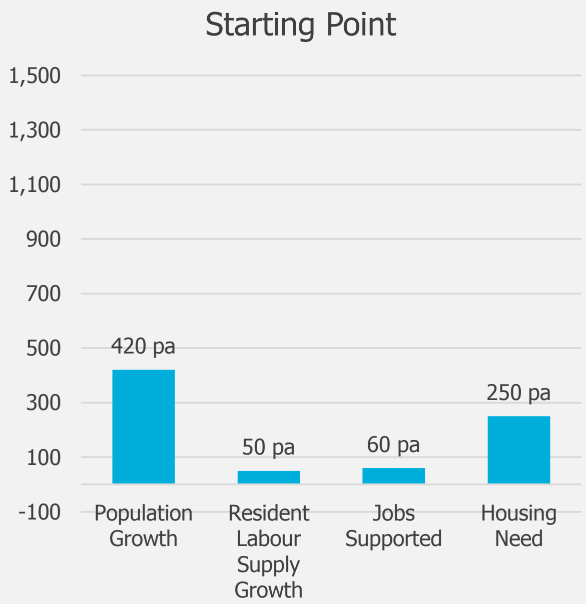
Source: Experian (June 2015), Oxford Economics (July 2015) and Cambridge Econometrics (April 2015), ONS 2011 Census Workplace Statistics (WP605EW)

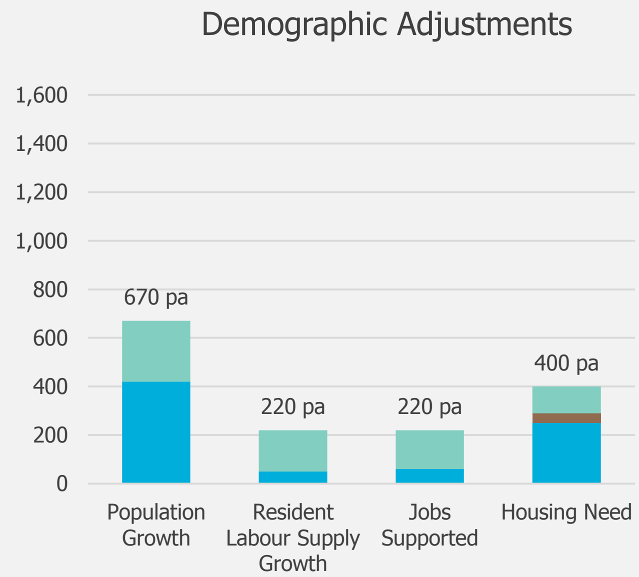
N.B. Figures are rounded to the nearest 10

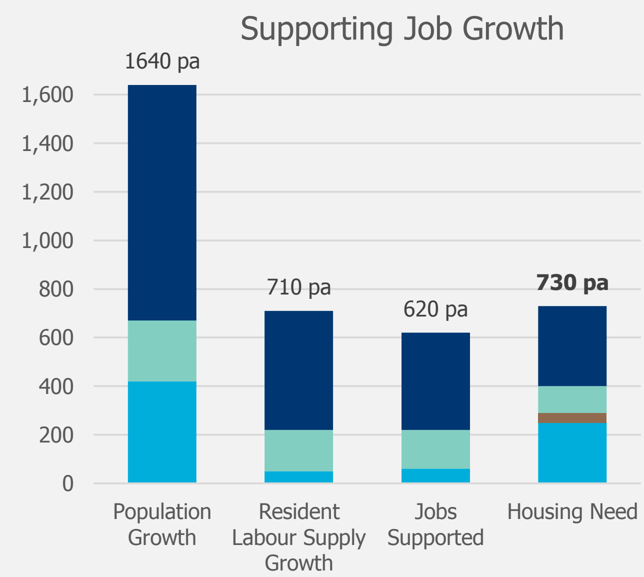
Key Industrial Sectors

Hart District's employment base is diverse with people who work in the District working in a wide range of industries. The industrial sector which employs the most people is the public administration, education and health sector (26%). Hart also has a higher reliance on Transport and Communication employment compared to England.









Starting Point HFR adjustment Further Migration Trends adjustment Additional adjustment to meet job demand

The 'Starting Point' scenario is a reflection of the CLG 2012-based Household Projection Series, with adjustments made to convert household change into housing need (by applying adjustments for vacant and second homes).

The Starting Point results in a housing need for 250 net additional dwellings per annum, and would support the delivery of 60 new jobs per annum within the District.

Two demographic adjustments are made to the 'Starting Point'. The first is an adjustment to the Household Formation Rates (HFRs) to address the suppression in household formation. Under this adjustment, HFRs for 25-44 year olds gradually return to the rates forecast by the CLG 2008-based household projections by the end of the projection period (2031).

The second adjustment is to the underlying migration trends. Migration trends from the ONS 2012-based SNPP are replaced with those from the most recent 10-year period available (2004-2014).

The combined demographic adjustments result in an overall housing need for 400 net additional dwellings per annum. This scenario would also support the delivery of 220 new jobs per annum.

The 'Supporting Job Growth' scenario models the population growth (and dwelling requirement) to meet an independent employment forecast – in this case a triangulated average from Experian Economics, Cambridge Econometrics and Oxford Economics (620 new jobs per annum).

In order to provide the labour supply to meet projected job growth, it will be necessary to encourage a higher level of net in-migration than is anticipated by the official Sub-National Population Projections.

To meet the anticipated demand for 620 net additional jobs per annum, population growth would need to increase to 1,640 people per annum. To house this additional population growth, 730 dwellings per annum would be required.

Affordability and Market Entry Thresholds

The affordability ratio measures the ratio between lower quartile house prices and lower quartile earnings. The chart to the right tracks the affordability ratio in Hart District between 1999 and 2013 based on a three year rolling average.

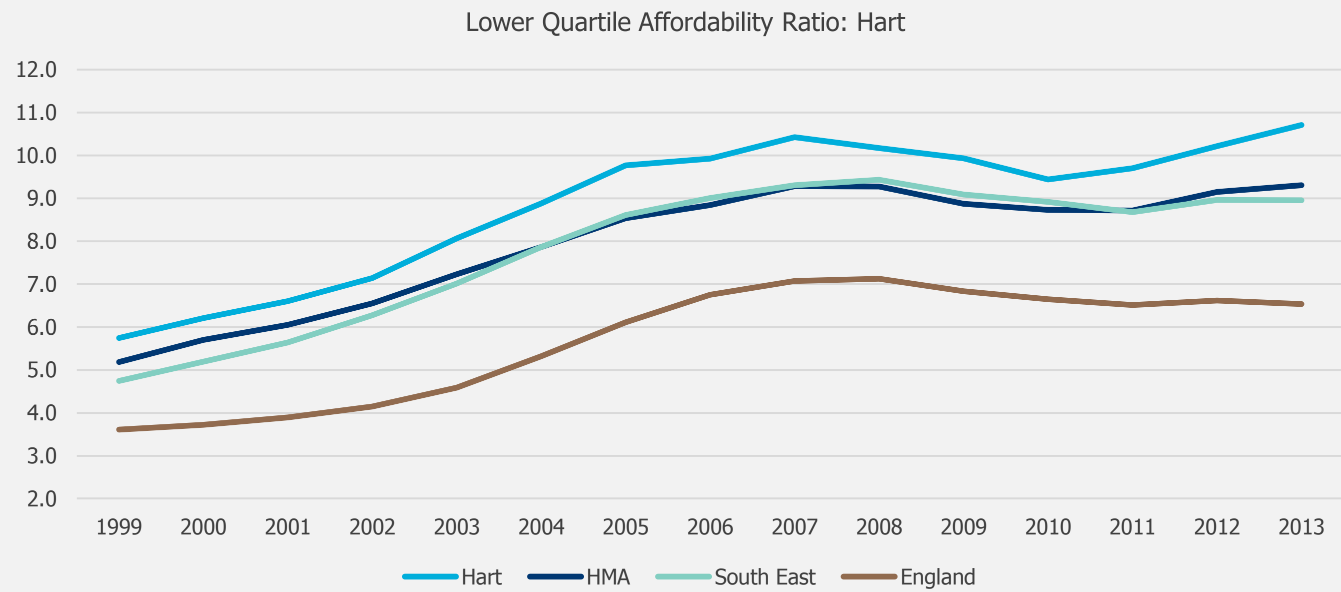
Historically Hart has been less affordable than the national, regional, and HMA average. This indicates an acute affordability problem in the District. Affordability did show some improvement between 2007 and 2010, but has since worsened once more. The affordability ratio is now 10.7; **one of the highest in the country** and significantly higher than the south east (9.0) and national (6.5) averages.

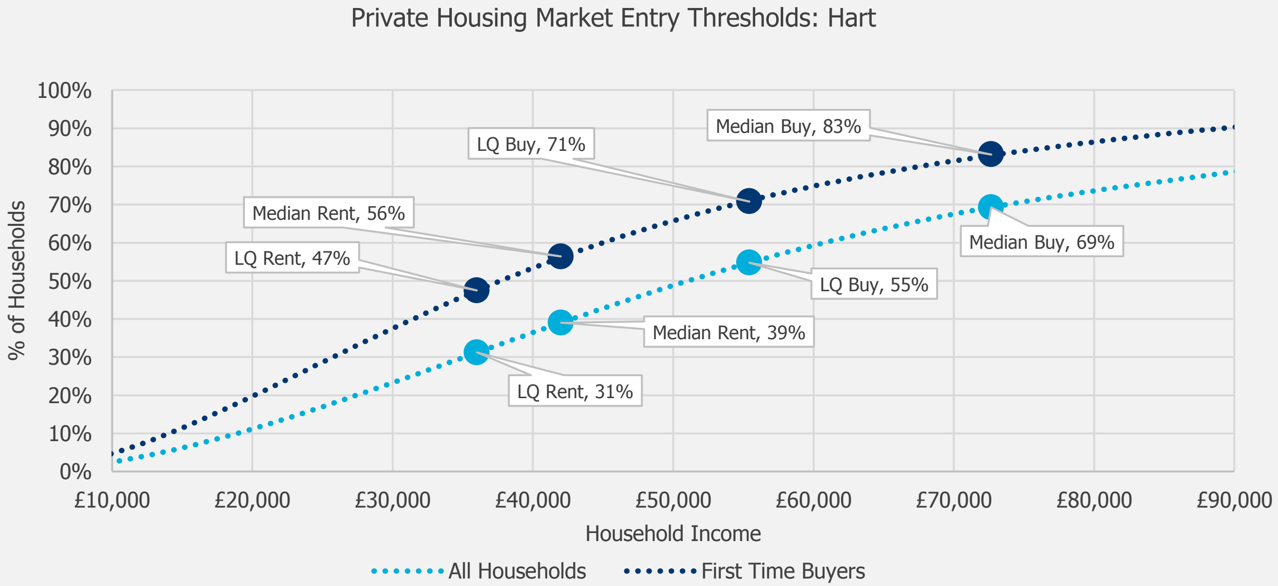
The typical mortgage borrowing multiplier is 3.41 indicating that the prospect of buying a property for many Hart residents is still unlikely.

Private housing market entry thresholds indicate that 71% of first time buyers in Hart would not be able to afford a lower quartile house and 47% would not be able to afford lower quartile rents in the district.

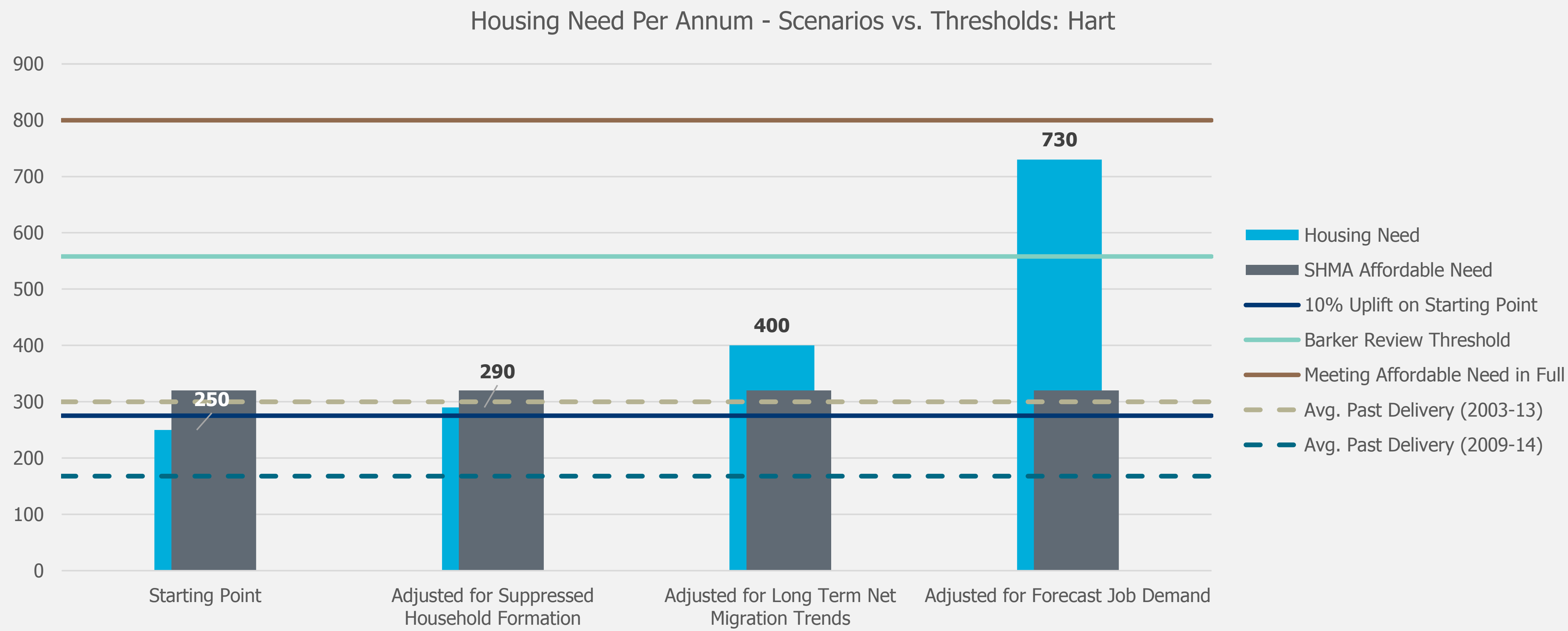
Affordability is just one of the six market signals that PPG identifies needs consideration when determining housing need, with a worsening trend in <u>any</u> of the indicators providing justification for an adjustment to the housing need number suggested by the household projections.

Further consideration of all of the market signals is deemed necessary in order to establish the full extent to which there are market signals issues within Hart District.





Source: Land Registry and Annual Survey of Hours and Earnings via CLG



The 'starting point estimate' of housing need in Hart District as indicated by the CLG 2012-based household projections is 250 dwellings per annum over the period 2011-2031. If a 10% uplift is applied to the 'starting point' estimate (in line with the uplift applied by Inspectors in recent Examinations, for example Eastleigh) to address worsening market signals, this would bring housing need close to past delivery in the District (275 dwellings per annum compared to 300 dwellings per annum respectively).

However, the 'starting point estimate' is considered to provide an underestimate of future housing need as it projects suppressed household formation particularly in the younger age groups (25-44 years) and is underpinned by a population projection which is based on migration trends drawn from a recessionary period. Adjustments to address both of these issues results in a housing need requirement for 400 dwellings per annum in Hart. However, this level of housing growth will only support growth of 220 jobs per annum in Hart which is significantly below past trends of employment growth (730 jobs per annum) and current employment forecasts (620 jobs per annum). To provide the resident labour supply to support growth of 620 jobs per annum in Hart there is a requirement for 730 dwellings per annum.

730 dwellings per annum represents a 143% uplift on past delivery in Hart therefore meeting the Barker Review Threshold which identified an 86% increase in supply would help to alleviate affordability problems.

The Council's evidence base identified net affordable need of 320 dwellings per annum. The number of dwellings required to accommodate affordable need in full, assuming that all new affordable housing is delivered at the current policy rate of 40%, equals 800 dwellings per annum. OAN of 730 dwellings per annum would help to meet a significant amount of the affordable need for the District.

Source: Barton Willmore

Conclusion

Hart District falls within the Hart, Rushmoor, and Surrey Heath Housing Market Area.

The 2012-based Household Projections indicate a starting point of 250 dwellings per annum.

The 25-44 age group shows clear signs of suppressed household formation. Making an adjustment for this results in an increase in housing need to 290 dpa.

The migration trends observed over the 2012-based SNPP's trend period (2007-12) are significantly lower than the 10 year average. Making an adjustment for this increases housing need to 400 dpa.

It is forecast that an average of 620 jobs per annum will be created within the district over the plan period. The demographic-led housing need figure would supply capacity to support only 220 jobs per annum. Making an adjustment for this increases housing need to 730 dpa.

Affordability has worsened significantly since 2001, and 71% of first time buyers are unable to afford to buy a lower quartile priced-house. The Jobs-led Modelled housing need would make a significant contribution to improving this situation, however to meet affordable need in full 800 dpa would be required.

The Full Objectively Assessed Housing Need for Hart District between 2011 and 2031 is 730 dpa.

Appendix 2

Delivery Timetable

SPRING 2016
HDC Refined Options for Delivering New Homes Consultation
⇩
AUTUMN 2015 - SUMMER 2016
Further Technical Investigations and Discussions
⇩
AUTUMN 2016
HDC Publication of Draft Local Plan (Preferred Approach + SA)(Reg 18)
⇩
WINTER 2016
Publication of Local Plan (Reg 19)
⇩
SPRING 2017
HDC submits Local Plan to Sec of State (Reg 22)
⇩
SUMMER 2017 Local Plan Examination by Inspector
⇩
AUTUMN 2017 **HDC Adopts Local Plan**
Community engagement on development proposals for WGC Submission of planning application for Winchfield Garden Community
⇩
SPRING 2018
Planning application for WGC approved
⇩

SUMMER 2018

Commencement of land preparation and first phase/key infrastructure:

- Access(es)
- Junction/Highway improvements
- First Primary school
- SANG
- Foul Drainage

⇩

AUTUMN 2018

Commencement of housing development

⇩

SPRING 2019

Delivery of first houses (circa 50 dwellings in first year) alongside first phase/key infrastructure

⇩

SUMMER 2019/SPRING 2020

Station improvements / new doctors surgery

⇩

SPRING 2020

Continued delivery of houses at c. 125-175 dwellings per annum & key infrastructure

⇩

AUTUMN/WINTER 2020

Delivery of secondary school

⇩

SPRING 2021

Continued delivery of houses at c. 175- 300+ dwellings per annum

⇩

AUTUMN/WINTER 2027

Delivery of second primary school

⇩

SPRING 2028

Continued delivery of houses at c. 300+ dwellings per annum

⇩

WINTER 2029

Delivery of third primary school

⇩

SPRING 2030

Continued delivery of houses at c.275 -300 dwellings per annum

⇩

2032

End of Local Plan Period

3,000 + homes delivered

⇩

2032 ONWARDS

Opportunity for additional expansion of Garden Community