

Gosport Borough Local Plan 2011-2029 Publication Version

Housing Background Paper

June 2014



GOSPORT
Borough Council

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Housing Background Paper:

PART A: INTRODUCTION AND POLICY CONTEXT

1 INTRODUCTION

- 1.1 This is one of series of topic based Background Papers that have been produced to bring together key information to facilitate understanding of the Gosport Borough Local Plan 2011-2029.
- 1.2 This paper sets out the relevant national, regional and local policy context for housing issues (Section 2).
- 1.3 Part B (Sections 3-5) of the report then considers the background information relating to the proposed quantum of housing development set out in the emerging Local Plan and how this compares with the latest evidence set out in the Strategic Housing Market Assessment (SHMA) for South Hampshire. It includes a summary of evidence and consultation responses to issues relating to housing supply followed by a consideration of the key issues.
- 1.4 Other housing issues such as the size, type and tenure of new dwellings and the proportion of affordable housing are addressed in Part C (Sections 6-8) with an assessment of available evidence and consultations, and a consideration of key issues.
- 1.5 This paper needs to be read in conjunction with the Sustainability Appraisal which assesses how the Council arrived at its preferred policy position

2 POLICY CONTEXT

National Policy and Guidance

- 2.1 The Government's key planning document is the National Planning Policy Framework (NPPF).

National Planning Policy Framework (NPPF)

- 2.2 The NPPF was published in March 2012 and provides the national planning policy for housing development. The overarching theme is the need to secure sustainable development having regard to economic, social and environmental factors. It includes a number of core planning principles which are relevant to the supply of good quality housing including that planning should:

- be genuinely plan-led setting out a positive vision for the future;
- find ways to enhance and improve the places in which people live;
- proactively drive and support sustainable economic development to deliver the homes, business, infrastructure and thriving local places that are needed. This includes responding positively to opportunities for growth and setting out a clear strategy for allocating sufficient land which is suitable for development;
- always seek a high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- take account of the roles and character of different areas, promoting the vitality of urban areas;
- contribute to conserving and enhancing the natural environment and that allocations of land should prefer land of lesser environmental value;
- encourage the effective use of land by reusing land that has been previously developed (brownfield land);

- promote mixed use development;
 - actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are or can be made sustainable.
- 2.3 The NPPF provides policy guidance on the supply of housing. It states in order to boost the supply of housing local planning authorities should ensure that their local plan meets the full objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the NPPF. Local planning authorities should identify key sites which are critical to the delivery of the housing strategy over the plan period. This includes identifying a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5%. For years 6-10 local planning authorities should identify specific developable sites or broad location, and where possible for years 11-15.
- 2.4 Importantly the NPPF states that relevant policies of the local plan should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites. If there is not a five year housing supply planning applications for new dwellings should be considered in the context of the presumption in favour of sustainable development.
- 2.5 The NPPF states that in order to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:
- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
 - identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
 - where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.
- 2.6 Local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers. They should normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing, provided that there are not strong economic reasons why such development would be inappropriate.
- 2.7 Paragraph 159 of the NPPF relating to the need for local authorities to have a proportionate evidence base states that it is necessary to have a clear understanding of housing needs in their area. This includes preparing a Strategic Housing Market Assessment to assess their full housing needs, including working with neighbouring authorities where housing market areas cross administrative boundaries. SHMAs should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period.

2.8 The NPPF also requires the preparation of a Strategic Housing Land Availability Assessment (SHLAA) to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

National Planning Practice Guidance (NPPG) (2014)

2.9 To support the NPPF the Government has produced the NPPG. It includes a number of elements relating to housing including setting out the methodology for the assessment of housing need and the assessment of land availability for housing.

2.10 It requires that Strategic Housing Market Assessments are prepared in accordance with demographic trends and based on the latest set of household projections issued by the Government. However the NPPG states that additional tests need to be considered. These are:

- Is there evidence that household formation has been constrained? Do market signals suggest a need to increase housing supply to improve affordability?
- Will the projected housing need be capable of meeting affordable housing needs? Should higher housing numbers be considered to increase delivery of affordable housing?
- Will the housing numbers support expected growth in jobs, or is there a need to consider increasing housing supply to support economic growth?

2.11 The NPPG also includes a revised methodology on producing a Strategic Housing Land Availability Assessment (SHLAA).

Sub Regional Context

2.12 The formulation of the Local Plan takes account of the considerable work conducted at the sub-regional level by a consortium of south Hampshire local authorities, including Gosport Borough Council, which came together to form the Partnership for Urban South Hampshire (PUSH). These authorities recognise the benefits of working together to support sustainable economic growth of the sub region and to facilitate the strategic planning functions necessary to support growth.

2.13 PUSH makes decisions through a Joint Committee which was established when PUSH formalised the partnership agreements between each of the partner local authorities through a Joint Agreement under Local Government Acts. Meetings of the Joint Committee are open to members of the public and its agenda, papers and reports are published on the PUSH website.

2.14 Accordingly there has been a well-established process of strong collaborative work to plan for the South Hampshire sub-region including the location and quantum of residential development in the area to meet its housing requirements. This very close cooperation began when PUSH through public consultation produced its own sub-regional strategy for South Hampshire which was submitted to the former South East of England Regional Assembly (SEERA) and was included (largely unchanged) in the now revoked South East (SE) Plan (May 2009).

2.15 Since then PUSH has produced its revised South Hampshire Strategy (Oct 2012) to provide a framework for planning across the sub-region. The Strategy has taken into account the significant downturn in the economy which took place

from 2008 but incorporates key elements of the previous Strategy. It also has had regard to changes in national planning policy.

- 2.16 The latest Strategy provides the framework for the emerging Gosport Borough Local Plan 2011-2029 and is outlined in more detail.

South Hampshire Strategy (PUSH October 2012)

- 2.17 The purposes of the Strategy are seen as:-

- assisting the PUSH ambition to create a prosperous economy in a sustainable way;
- providing a spatial framework for PUSH activities and actions including the allocation of resources, and provide a context/support to bids for external funds for projects;
- guiding and supporting the preparation of Local Development Framework/Local Plan and providing part of the underpinning evidence base;
- a means for PUSH authorities to discharge the 'duty to cooperate' with neighbouring authorities on planning issues with cross-boundary impacts which the Localism Act places on all local authorities;
- enabling PUSH authorities to show they are meeting development needs including dealing with development requirements which cannot wholly be met within one authority's area.

- 2.18 The PUSH spatial strategy is in line with the Government's National Planning Policy Framework (NPPF) which envisages that the 'duty to cooperate' could be addressed through a jointly prepared strategy. The strategy is founded on sound evidence including that used to develop the PUSH Economic Development Strategy (DTZ 2010) which includes demographic and economic forecasts.

- 2.19 Although the South Hampshire Strategy is a non-statutory document, it is considered as a material consideration and has been adopted by the PUSH Joint Committee which includes elected members from all the PUSH authorities.

Vision

- 2.20 The document sets out a vision for the sub region which is based on a strengthened economy, a higher skilled workforce, a broader range of housing and better infrastructure. The vision aspires that the sub-region will be underpinned by world class educational facilities, dynamic city and town centres, an impressive portfolio of development opportunities, well managed urban environments and high quality new development. Quality of life will be enhanced by a more diverse retail, leisure and cultural offer, enhanced greenspace and an enriched natural and historic environment.

Spatial planning principles:

- 2.21 The spatial strategy of the South Hampshire Strategy is based on prioritising sustainable development in the cities and major urban areas. This will ensure development elsewhere does not undermine that priority, so as to support urban regeneration, reduce inequalities and minimise greenfield development. The greenfield development will be focussed in the Strategic Development Area to the north of Fareham (known as Welborne) and in urban extensions.

- 2.22 It will be necessary to improve transport and other infrastructure and ensure new development is supported by appropriate infrastructure in order to enhance economic performance and quality of life and to ensure the impacts of development can be mitigated.

2.23 The spatial strategy seeks to provide a range of employment sites especially for those in marine, aerospace, environmental technologies, and transport and logistics, in which there are already strengths in the local economy.

2.24 It will be necessary to ensure that there is a diverse range of new housing including affordable dwellings. There will also need to be a full range of recreational, shopping, entertainment and cultural facilities focussed in centres. It will be important to conserve natural features and the man-made heritage of South Hampshire's countryside, coast and built environment. Maintaining the area's local distinctiveness and sense of place by requiring development to be appropriately located and to be of a high quality is also a key principle of the strategy.

Overall development strategy

2.25 Policy 1 of the South Hampshire Strategy outlines the overall development strategy for the sub region. It recognises that Portsmouth and Southampton will be dual focuses for investment and development, as employment, business, retail, entertainment, higher education and cultural centres for the sub-region as well as residential development. The other towns such as Gosport will play a complementary role serving their more local areas.

2.26 These urban areas will provide for new employment, housing, retail and leisure development in order to meet the needs of their own populations and to make a contribution to the regeneration of the sub region, complementing the initiatives to be undertaken in the two cities. The Strategy specifically mentions a number of sites in Gosport Borough including that the Solent Enterprise Zone at Daedalus with its airfield and slipway which will build on the advance manufacturing, marine and aerospace clusters that exist in the sub region. Other regeneration opportunities exist at Gosport Waterfront and Haslar Hospital.

2.27 Until around 2016, development will be concentrated on sites within existing urban areas and existing greenfield allocations. After 2016, development will be concentrated on the urban sites, in the Strategic Development Area (SDA) to the north of Fareham, and in urban extensions such as North of Whiteley. The timing and phasing of major development in peripheral locations should not detract from or compromise development in the cities and other existing urban areas, subject to this not resulting in economic development being lost from the sub-region.

2.28 Policy 2 relating to urban regeneration recognises that the environmental quality of the two cities and South Hampshire's other established urban areas will be enhanced so that they are increasingly located where people wish to live, work and spend their leisure time. Investment and improvements in transport and the public realm will reflect this, as will the location of sites for development. High density development will be encouraged in the city and town centres, around public transport hubs and at other sustainable locations. Flood defences in Gosport, Portsmouth and Southampton will need to be improved in tandem with regeneration and further development.

Housing:

2.29 Policy 4 of the South Hampshire Strategy identifies that 55,600 net additional dwellings should be provided in the PUSH area during the period 2011-2026. It is recognised that house building helps facilitate growth. The construction of homes can create jobs; whilst a good range and quality of housing helps retain and attract skilled workers. The Centre for Cities report for PUSH suggests that for South Hampshire to be an attractive location for highly-skilled sectors then it

needs to offer homes which match the aspirations of highly talented professionals and top executives.

- 2.30 The strategy also acknowledges that new housing will improve availability and choice for people who want to own or rent their own home, as well as bringing life back to areas that need regenerating. South Hampshire needs more housing to cater for household growth. Only a small amount is required for people moving into the area who bring much-needed skills and expertise.
- 2.31 The revised South Hampshire Strategy sets out the scale and location of housing development for the PUSH area as set out in the PUSH Economic Development Strategy Preferred Growth Scenario (DTZ and Oxford Economics 2010) i.e. 74,000 new homes for the 2006-2026 period which when taking into account completions to date would amount to 55,800 for the 2011-2026 period. The strategy (Policy 11) sets out a single house building target for each authority for the whole 15 year period 2011-2026 plus a separate figure for the North of Fareham SDA. The proposed level of housing for Gosport Borough is 2,550 dwellings for this period.
- 2.32 Policy 12 of the South Hampshire Strategy requires the local authorities to plan for the whole range of housing needs including those on modest incomes, families, older people, and senior executives. It strives for a mix of housing types in each authority with over 30% of new properties being family homes. It seeks higher quality homes and mixed income communities.
- 2.33 It aims for 30-40% of new homes on development sites to be affordable subject to maintaining the viability of development. Around two-thirds of affordable housing should be for rent and about one-third for intermediate housing.
- 2.34 The policy also encourages a growth in the private rented sector including by institutional investors, and foster professional and high quality private rented sector housing management.
- 2.35 The policy recognises that half of the future increase in households will be of people aged 65 or over. It will therefore be necessary to provide a range of suitable accommodation including purpose built properties such as sheltered and extra-care housing. Enabling older households to 'down size' will release larger properties for occupation by families
- 2.36 The policy stresses that it is up to each local authority to determine precise percentages for its areas to reflect local needs.

PUSH Frameworks

- 2.37 In addition to the Sub Regional Strategy PUSH have agreed a number of other policy frameworks which are set out below that have informed the Local Plan policies.
- 2.38 PUSH developed an affordable housing policy framework based on Policy SH6 in the former SE Plan. This framework was agreed by the PUSH joint committee on 28th January 2008 to provide a set of policy principles for PUSH local authorities to incorporate in their Development Plan Documents (DPDs). These principles have been considered in developing a housing policy for the emerging Local Plan.
- 2.39 PUSH has produced monitoring reports of the housing market for the sub region and each district between 2007 and 2011 (Ecorys/PUSH).

Homes for Growth: Sub Regional Housing Strategy

2.40 The PUSH Sub-regional Housing Strategy (PUSH 2007) covers the whole housing market area of South Hampshire. The strategic housing priorities for PUSH are:

- to support economic growth by increasing the supply of housing to deliver a balanced housing market including family and affordable housing;
- to improve the condition and management and make better use of the existing housing stock;
- to drive long-term economic prosperity through the principles of sustainable development; and
- to meet the needs of everyone including homeless and vulnerable groups.

2.41 A number of relevant key actions relating to housing supply are highlighted in Appendix 1.

Review of the South Hampshire Strategy

2.42 The PUSH authorities at the Joint Committee of March 2014 have now agreed to work together to review the South Hampshire Strategy with an end date of 2036. This will take account of the recently commissioned Strategic Housing Market Assessment (SHMA) (GL Hearn 2014) which sets out the objectively assessed needs for the sub-region in accordance with the NPPF and the methodology set out in the NPPG. In the meantime, in accordance with their 'duty to cooperate', the authorities have agreed to continue to use the housing figures set out in the current South Hampshire Strategy. It is acknowledged that the findings of the latest SHMA needs to be considered on a sub-regional basis in order to allocate the most appropriate sites to meet the needs of the sub-region. It is programmed that the Review will be completed in 2016.

Local Policy

Gosport Borough Local Plan Review

2.43 The Gosport Borough Local Plan Review (GBLPR) had made provision in Policy R/H1 for 4,680 dwellings between April 1996 and March 2016 (234 dwelling per annum). This policy was not saved as dwelling numbers had been superseded by the SE Plan figures adopted in 2009.

2.44 The GBLPR includes a 'saved' policy on affordable housing, R/H5, which seeks the provision of 40% affordable housing on sites of 15 dwellings or more. Policy R/H4 provides guidance on densities setting a range of 30 to 50 dwellings per hectare. In areas close to principal and district centres or in areas with good access to public transport higher densities may be permitted.

Gosport Corporate Plan

2.45 The Gosport Corporate Plan sets out the following strategic priorities that are relevant to housing delivery.

Places

- Delivering the Rowner Regeneration project.
This project will regenerate an area that is currently subject to social and economic deprivation with the provision of 700 dwellings.
- Responding to the Challenges of Climate Change.
The provision of new dwellings in sustainable locations will reduce travel movements and that will help to mitigate the impacts of climate change. The provision of dwellings at higher densities at key centres will enable a greater number of dwellings to be built in these sustainable locations.

People

- Promoting Health and Well-being.
The provision of range of housing types that meet the needs of the elderly will promote health and well-being.
- Strengthening Community Cohesion.
The balanced provision of a range of homes that meet the needs of Gosport's residents will strengthen community cohesion.

Prosperity

- Improving Social Inclusion.
The balanced provision of a range homes that meet the needs of Gosport's residents will seek to improve social inclusion.

Other relevant documents

- 2.46 The Hampshire Supporting People Strategy 2005-2010 offers vulnerable people the opportunity to improve the quality of their life by providing a stable environment which enables greater independence. The strategy aims to ensure that service provision meets evidenced needs and guides those involved in the provision of housing related support when devising their own strategies. Hampshire County Council seeks the district councils to include policies in their LDFs to secure extra care housing.

PART B: PROPOSED QUANTUM OF HOUSING AND OBJECTIVELY ASSESSED NEEDS

3 Evidence

Evidence Studies: Overview

South Hampshire Strategic Housing Market Assessment (2014)

3.1 The latest South Hampshire Strategic Housing Market Assessment (SHMA)(GL Hearn Jan 2014) has been commissioned by the PUSH authorities to gain an up-to-date understanding of the objectively assess housing needs of the South Hampshire housing market in order to inform the review of the South Hampshire Strategy.

3.2 The SHMA has defined the extent of the relevant housing market area covering the PUSH area and then considered the objectively assessed need for housing within them. The report has considered the overall need for housing, the need for different types of homes and the housing needs for different groups within the community in line with the requirements of the NPPF.

3.3 The SHMA provides a 'policy-off' assessment of future housing requirements with the intention that this will inform future development of planning policies across the sub-region and its constituent local authority areas. The SHMA does not set policy targets for housing provisions. The implications of the SHMA are considered below in relation to each of the key housing issues.

Strategic Housing Land Availability Assessment

3.4 The latest Borough Council Strategic Housing Land Availability Assessment (SHLAA) was produced in June 2014 in accordance with NPPG. This is a key component of the evidence base to support the delivery of sufficient land for housing in the Borough. It is an important source to inform plan-making, but does not in itself determine whether a site should be allocated for housing development. The primary role of the SHLAA is to:

- Identify sites with potential for housing;
- Assess their housing potential; and
- Assess when they are likely to be developed.

3.5 The SHLAA aims to:

- identify sufficient specific deliverable sites to deliver housing over the next five years. To be deliverable a site must be available, in a suitable location and be achievable; and
- identify a supply of specific developable sites for a further ten years. To be considered developable a site must be in a suitable location with a reasonable prospect of being available and viably developed at some point in the future.

3.6 As part of this work the potential number of new homes that could be accommodated on each site has been estimated as well as recommendations on how any constraints can be overcome. Details of the SHLAA are updated each year in the Council's Annual Monitoring Report. Further assessment of the results of the SHLAA is included later in this section.

Housing Supply monitoring

3.7 The supply of housing including completions, permission and outstanding allocations is primarily monitored on behalf of the Borough Council by Hampshire County Council and reported each year in the Borough Council's

Annual Monitoring Report. Details of the housing supply are outlined further below.

Housing markets

3.8 The SHMA defines two overlapping housing market areas (HMAs) which cover the majority of the PUSH Sub-region, with the Isle of Wight functioning as its own separate housing market area. Such definitions are based on a number of factors including migration, travel to work and house prices.

3.9 The report defines a PUSH West Housing Market Area, focused on Southampton; and a PUSH East Housing Market Area, focused on Portsmouth which includes Gosport Borough. There is a degree of overlap between these two market areas. Research by CLG has also identified a number of local housing market areas within these strategic areas including a Fareham and Gosport local market.

Objectively Assessed Housing Needs: Overall Quantum

3.10 Evidence in the SHMA states that the 2011-based Government household projections identify a need for around 3,600 homes per year across the PUSH area. However more recent evidence taking into account the 2011 Census indicates that net in-migration to the area has been stronger than previously estimated, this increases the projected need to around 3,800 homes per year¹.

3.11 There is however evidence outlined in the SHMA that because of the housing market conditions over the last few years this projection build-in a degree of constrained household formation. Taking this into account, the SHMA identifies that 4,160 homes per year would be need to meet past demographic trends in full.

3.12 The SHMA concludes that provision of **4,160 homes per annum across the PUSH area** would represent a robust basis for forward planning based on the demographic evidence and market signals. This is split between the two housing market areas with an assessed need for:

- 2,115 homes per annum across the Portsmouth (PUSH East) Housing Market Area to 2036;
- 2,045 homes per annum in the Southampton (PUSH West) Housing Market Area

3.13 The SHMA is very clear that it should be recognised that this is an objective, policy-off analysis and takes no account of land supply or development constraints within the PUSH area, nor 'Policy-On' aspirations for economic growth. The Planning Practice Guidance indicates that SHMAs should not apply constraints to the overall assessment of need such as issues related to land supply, infrastructure or environmental constraints. The SHMA states that it should be noted that in some districts that when the annual housing need is aggregated over a plan period it would result in housing land requirements that cannot be met within that district. It adds, for example in Gosport apart from the sites that have already been identified for development, physically there is a very limited amount of land that would be available for development notwithstanding other policy constraints and infrastructure requirements.

3.14 The SHMA acknowledges that the authorities will need to work together to review the South Hampshire Strategy and that they will need to consider: what

¹ Since the SHMA has been produced the Government has produced new sub-national population projection based on 2012 figures. The implications of this are discussed later in the Background Paper.

scale of development can be sustainably accommodated; the interaction between the strategy for housing provision and economic growth; and potential levels of affordable housing delivery. How housing provision is ultimately distributed and met across the two housing market areas and the PUSH area as a whole should reasonably be decided at the local level through dialogue between the authorities within PUSH, taking account of constraints and land availability, the need to promote sustainable patterns of development and other policy aspirations (such as regeneration). The SHMA analysis is thus intended to provide a starting point which can be considered as part of the review of the South Hampshire Strategy and authorities' development plans.

3.15 The SHMA is very clear that the objectively-assessed needs have to be considered on a whole sub-regional basis rather than on a district-by-district basis. To inform this work local assessments of each district have been included in the SHMA Report within the appendices. This work is based on demographic trends and **needs to be used with caution** on the basis that:

- the assessments are derived on a policy-off position in that they do not reflect the policy objectives regarding the scale and location of development proposed within the sub-region as set out in the South Hampshire Strategy;
- the figures are influenced by and projects forward previous policies; and
- the figures be considered in the context of wider evidence.

3.16 The equivalent base projections for each authority are as follows (Table 1):

Table 1: Objectively-assessed need for each District as set out in the SHMA Report

District	Dwelling assessment (2011-2036)
East Hants (PUSH)	85 homes pa
Eastleigh	615
Fareham	395
Gosport	445
Havant	455
New Forest (PUSH)	300
Portsmouth	775
Southampton	795
Test Valley (PUSH)	155
Winchester (PUSH)	140

3.17 The SHMA recognises that these figures are influenced by, and project forward to some extent previous policies (which in particular impact on levels of migration). It is therefore important that they are considered in the context of the wider evidence including that:

- Past relative housing delivery has been stronger in Gosport and Eastleigh, and weaker in Havant and that this influences the projections. In Gosport this is influenced by the release of former MoD properties and land onto the market;
- The affordable housing needs evidence provides some justification of a need to consider higher provision (relative to the above figures) particularly in Eastleigh, East Hampshire, Fareham and Test Valley albeit that there are policy choices here;
- The level of growth in the workforce which might have been expected is influenced in part by the population age structure, with parts of the New Forest, East Hampshire, Test Valley and Winchester- as well as Fareham

and Havant- having an older age structure than other areas. However the relationship between housing/population growth and the economy is sensitive to changes in employment rates and commuting.

- 3.18 These are relevant factors in considering the Policy-On distribution of housing provision across the Housing Market Area alongside issues related to land supply, infrastructure, development constraints and other strategy issues which will need to be undertaken through joint working at the PUSH level.
- 3.19 Since the publication of the SHMA, which are based on the 2011 Interim sub-national population projections(SNPP), the Government has produced the 2012 SNPP which is the first set of national population projections to be released which fully takes account of the 2011 Census. Importantly the new SNPP projects less growth across the PUSH area as a whole, although the projections are of slightly stronger population growth in Havant, Portsmouth and Southampton. Further analysis is contained in, '*Analysis of Objectively Assessed Need in light of 2012-based Subnational Population projections*' (JG Consulting July 2014).
- 3.20 The growth identified for Gosport Borough is significantly lower than the previous projection; for example over the period to 2021 the 2012 SNPP indicates a growth rate of 4.2% rather than 6.7% identified in 2011 SNPP. Consequently there is a 1,900 difference between the projections by 2021. Over the period to 2036 this would result in a difference of 10,472 people which is 54.3% of the 2011-based forecast. Based on the methodology for the SHMA this fall in projected populations would reduce the overall objectively assessed needs. Across all the PUSH local authorities (excluding the Isle of Wight) this would amount to a lower projection of 9,300 population in 2021 and 37,620 in 2036.
- 3.21 When compared with data in the PUSH SHMA the analysis of the 2012-based SNPP suggests a potentially lower housing requirement. Comparing the core projection of the SHMA (demographic based with a mid-point headship assumption) with the latest projection shows a reduction in the housing need of 301 dwellings per annum (from 2,115 to 1,814) across the Portsmouth HMA and a reduction of 148 per annum (from 445 to 297) in the case of Gosport Borough (JG Consulting July 2014).
- 3.22 As a result of these changes there is a further reason to view the objectively assessed needs identified above with caution particularly the district-wide figures and that these will need to be considered further as part of the South Hampshire Strategy together with revised household and economic projections.
- 3.23 Further consideration of the overall objectively-assessed need and how this relates to the proposed housing figure for Gosport Borough Local Plan 2011-2029 is set out in Section 5 below relating to policy considerations.

Existing stock

- 3.24 The SHMA reviews the existing housing stock of the PUSH area and how this has changed over the past decade. Key characteristics of the Borough's housing stock and comparisons with sub-regional and national trends are set out in Appendix 2. It is important to recognise that an overwhelming proportion of housing available over the plan period has already been built and therefore it is important to understand the existing stock and consider any existing gaps that could be filled by new development.

Housing market dynamics and signals

- 3.25 The SHMA identifies that housing demand is affected by a number of factors which are outlined in detail in the SHMA Report. These include:
- Access to finance;
 - Employment and earnings;
 - Demographic changes;
 - Accessibility to employment centres;
 - The quality of place; and
 - The existing stock and market.
- 3.26 The housing market has been particularly restricted to constraints relating to access to finance brought about largely by the aftermath of the 'credit crunch'. The Study recognises that the fall in sale volumes is related to macro-economic factors rather than micro features of the South Hampshire market.
- 3.27 Key points identified in the SHMA includes:
- Gosport has the lowest median house price of all the Districts (£143,500)
 - During the decade prior to the recession (Q1 1998 and Q4 2007) house prices grew in Gosport slightly above the regional average (190% compared to 188%) which was a similar rate to the other core PUSH authorities (which ranged between 188%-191%);
 - Sales/demand dropped-off more noticeably in the two cities and Gosport (-48% fall in sale volumes when comparing 2012 sales against the pre-recession average) than other parts of PUSH during the recession.
 - Rent levels have shown relatively little movement in PUSH and Gosport over the past three years.
- 3.28 Government guidance specifically identifies affordability as an important signal of market pressures. When considering the lower quartile affordability ratios (produced by DCLG) it is noted that affordability of property has worsened quite markedly over the past 15 years across the country.
- 3.29 Locally affordability issues are more acute in Eastleigh and Fareham with these two areas having ratios of 8.7 and 8.9 respectively compared with a national average of 6.6. In the cities and Gosport (7.45) affordability issues are less significant.
- 3.30 The SHMA report identifies a number of factors that distinguish the housing market in Gosport Borough from others in South Hampshire. These include:
- Demand from HM Forces households based in various training complexes, and people working in the extensive supply chain for the Royal Navy;
 - Much of the Borough is away from the M27 corridor and less well connected to employment opportunities along it;
 - Parts of Gosport and Fareham can be viewed as a local market;
 - Gosport offers an alternative housing offer to Portsmouth; and
 - Lee-on-the-Solent is a popular retirement destination.

Supply of New Housing

- 3.31 Over the 2001-2011 decade the SHMA recognises that growth in housing stock has been strongest in Gosport (12.7%) and Eastleigh (11.7%) with housing stock growth has been lower than average in Havant (5.1%)
- 3.32 Table 2 identifies the current known supply of deliverable and developable housing sites in the Borough (as at April 2014) taking account of evidence contained in the Borough Council latest SHLAA.

3.33 This supply includes the following elements:

- Completions –those houses completed since 1st April 2011 (i.e. the beginning of the Plan period);
- Planning permissions- which are all considered to be deliverable in the next 5 years;
- Outstanding allocations which have been identified through the Strategic Housing Land Availability Assessment with options assessed through the Sustainability Appraisal.
- Small site windfall allowance- based on the average annual completion rate on small sites (excluding gardens) between 2004/05 to 2013/14.

Table 2: Known Housing Supply (net gain) in Gosport Borough as at 1st April 2014

	No of Dwellings (Net Gain)
Completions (1/4/11-31/3/14)	381
Existing permissions (1/4/14)	743
Large sites without planning permission (over 10 dwellings)	
<i>Gosport Waterfront</i>	700
<i>Daedalus</i> ²	249
<i>Royal Hospital Haslar</i>	300
<i>Smaller Town Centre sites</i> ³	172
<i>Priddy's Hard Heritage Area</i>	100
<i>Stoners Close</i>	17
<i>Wheeler Close</i>	16
<i>Lapthorn Close</i>	14
Small Site Windfall Allowance ⁴ (2016/17-2028/29)	429
Total Supply	3121

3.34 The identified supply of 3,121 is slightly over the 3,060 dwelling requirement including in the emerging Local Plan. The dwelling requirement is devised from the South Hampshire Strategy (Oct 2012) figure of 170 dwellings per annum and then multiplied by 18 to cover the three additional years of the Local Plan period.

3.35 All the sites that are within the category of 'large sites without planning permission' in Table 2 are identified as allocations in the Local Plan. Additionally there are a number of large sites with existing planning permission which have yet to be started or completed (as at April 2014) that are also to be shown as allocations in the Local Plan and the accompanying Policies Map. These are as follows:

- Outstanding areas of the Alver Village (also known as Rowner Renewal) which forms a major part of the Rowner Regeneration Area
- Davenport Close (15 dwellings) which also forms part of the Rowner Regeneration Area.
- An undeveloped part of Royal Clarence yard (estimated 105 dwellings)
- Fort Gilkicker (26 dwellings) which has yet to be started.

² Daedalus has a residential allocation of 300 dwelling in the emerging Local Plan. Of these 101 have now received planning permission and included in the existing planning permission section; hence a revised figure for Daedalus of 249. A further permission has been granted for 200 dwellings at a different part of the site as part of the wider regeneration proposals subject to the completion of a Section 106 Agreement.

³ It is estimated from the capacity study undertaken as part of the Borough Council's SHLAA that approximately 200 dwellings could be accommodated within the Town Centre Regeneration Area. Since 1/4/11 there have been 14 completions on small sites within the Waterfront and Town Centre Regeneration Area and 14 outstanding planning permission. These figures are included in the relevant categories above.

⁴ 33 dwellings per year based on the average completions on small sites (excluding gardens) between 2004/5-2013/14. It assumed no windfalls in 2014/15 and 2015/16 as these would already have planning permission.

- 3.36 The Borough currently has a 5 year land supply with at least a 5% buffer as required by the NPPF. This is set out in the Box 1 below.
- 3.37 In addition to the sites identified above the SHLAA identified a number of sites that were suitable for residential development but not yet available or achievable for a variety of reasons, but could come forward over the Plan period if the constraints could be overcome. This amounted to an estimate of approximately 540 dwellings in addition to the total figure identified in Table 2. As the Borough Council's Sustainable Development Policy (LP1) and Spatial Strategy (LP3) has a presumption in favour of development it is likely that a large proportion of these sites could come forward for housing if constraints can be overcome and proposals meet the other policies in the Local Plan. In many cases the main constraint site is that the site is not currently available as the landowner wishes to maintain the current use. In other cases there are likely to be viability or infrastructure issues that could be overcome at some future date.

Box 1: Five year housing supply (April 2014)⁵

- Based on the **3,060** housing requirement set out in the Gosport Borough Local Plan 2011-2029.
- This figure incorporates the 2,550 dwellings (170 p.a.) identified in the latest South Hampshire Strategy 2011-2026 (Oct 2012) plus an additional 510 (170 p.a.) dwellings for the three additional years 2026-2029.

The five year housing supply⁶ is calculated as follows:

- The 3,060 requirement minus 381 dwellings completed to date;
- divide the remaining 2,679 requirement by the remaining 15 years of the Plan period.
- This gives an annual requirement of 178.6;
- multiply by 5 to give a **five year requirement of 893 dwellings**.
- It is estimated that the Borough has an actual **five year supply of 1,239 dwellings** (as set out in the table below), which in effect represents 7 years supply or a buffer of approximately 39%.

Source of supply	No. of dwellings	Comments
Existing planning permissions (as at April 2014)	743	All the outstanding planning permissions are considered to be deliverable over the next 5 years.
Daedalus ⁷	50	Adopted and emerging Local Plan allocation. In addition to the 101 dwellings with planning permission included within 'existing planning permission' above; Planning permission has been agreed in principle for a further 200 dwellings (subject to the finalisation of a Section 106 Agreement).
Royal Hospital Haslar	205	Emerging Local Plan allocation- Planning application currently under consideration for a care-led mixed use development. It is considered that 205 dwellings of the 300 allocation can be delivered within the next five years.

⁵ Based on housing figures as at 1st April 2014

⁶ Based on information included in the Housing Supply trajectory included in the Publication version of the Local Plan

⁷ Includes only a proportion of the 200 dwellings which have consent in principle and excludes the 101 with planning permission on the Bayntum Road site which is included in the existing planning permission figures and will likely to be built within 5 years.

Gosport Waterfront	48	Since April 2014 planning permission has been agreed in principle (subject to a Section 106) for 48 dwellings ⁸
Small sites with Gosport Town Centre	46	Estimated that this will come forward on a number of small sites within the Town Centre area over the next five years.
Priddy's Hard	100	It is likely that the 100 dwelling allocation will be built –out within the next five years
Stoners Close (17) Wheelers Close (16) Laphorn Close(14)	47	These three garage court sites are all considered to be deliverable in the next five years.
Total	1,239	

4 CONSULTATION

Main Consultations to date including:

- Consultation at each plan-making stage:
 - Gosport Borough Local Plan 2011-2029: Consultation Draft (Dec 2012- Feb 2013);
 - Core Strategy : Preferred Options (GBC December 2009);
 - Core Strategy: Issues and Option (GBC December 2006);
 - The Community Strategy and Local Development Framework: Make Your Mark December 2006 events (held in December 2006 Gosport Partnership); and
- Call for Sites in 2008 and 2012 - Letters and questionnaires sent to landowners, developers and agents with local land interests to ascertain whether they wish the Borough Council to consider any land for development

First Call for Sites 2008

- 4.1 When preparing the earlier Core Strategy the Borough Council undertook a 'call for sites' which included contacting local landowners, developers and agents with known local land interests to ascertain whether they wished to promote any particular site for development purposes in the emerging development plan. The process was also open to other interested organisations and individuals who could also nominate sites for particular allocations in the emerging Plan.
- 4.2 As a result of this process 13 organisations responded and 10 different sites were put forward for development including in some cases alternative uses for the same site. Full details of how each of the options were considered and appraised are contained in the '*Assessment of Options for Regeneration Areas and Proposed Allocations*' which forms Annex C of the Sustainability Appraisal which accompanies the Publication version of the Local Plan.
- 4.3 A summary of the uses proposed are summarised below:

⁸ As permitted since April 2014 this figure is not included in the existing planning permissions figure.

Table 3: Summary of suggested uses from the initial 'Call for Sites'

Proposed use option	Number of sites	Progress of sites to date
Residential only	4	<p>One of these sites (Davenport Close) has been allocated in the Publication version of the Local Plan as a residential only site within the Rowner Regeneration Area</p> <p>The Avenue site has since been Listed and an alternative use found connected to a local museum</p> <p>The Stokesmead site was considered more appropriate to be retained as open space for a variety of reasons (see Annex C of the Sustainability Appraisal).</p> <p>The QinetiQ Alverstoke was an employment site at the time and it was envisaged that it would be retained for employment use. However the site has since closed and given a number of constraints for continued employment use, other uses are now being considered in this sensitive location on the edge of Stokes Bay, which includes a scheduled ancient monument and is served by limited road infrastructure.</p>
Residential only (but alternative development suggested by another organisation)	1	Neither the residential or alternative built leisure use were considered acceptable on this site (Paddock at Broom Way) and it was considered that the site has the potential for alternative open space functions
Residential option as well as other potential options suggested (employment /care)	1	None of these options were considered appropriate for this site (Piggeries, Clayhall Road) and the site should be retained as open space.
Mixed use with a significant element of residential	3	All three sites (Daedalus, Gosport Waterfront and the Haslar Hospital) have been included as major development allocations with significant residential components in the Publication version of the Local Plan.
Commercial use	1	Part of the site (Former Frater House site) has been allocated for commercial uses the other is proposed to be retained as open space.

- 4.4 Two organisations suggested sites that should maintain their current uses. This included an education provider wishing its site to be retained as a college and a local amenity groups wishing to maintain six sites as open space. This included a number of sites that had been proposed for development by other organisations in Table 3.
- 4.5 In conclusion outside of the proposed Regeneration Areas, which the Borough Council had been intending to promote for mixed uses including a significant element of housing, very few sites have been identified by developers for residential use and if they were acceptable would have yielded a small number of dwellings due to various site constraints (flood risk, historic assets and important habitat). Of those that were proposed for residential: one has since found an alternative use; three were considered more appropriate to be retained as open space; and one, which had an employment use at the time, could

potentially be considered for a small number of low density dwellings provided the design takes account of its sensitive location and on-site heritage assets.

Second Call for Sites 2012

4.6 In 2012 the Borough Council decided to produce a single Local Plan rather than a separate Core Strategy and Site Allocation and Delivery documents. To inform the Local Plan which would include detailed housing allocations a second call for sites process was undertaken in February 2012.

4.7 As a result of this process no additional sites were put forward for development with only one significant change to the original submissions whereby a landowner was proposing to focus on retail development rather than employment and retail uses.

4.8 Full details of how each of the options were considered and appraised are contained in Annex C of the Sustainability Appraisal.

Core Strategy: Preferred Options (Dec 2009)

4.9 The responses to the draft Core Strategy: Preferred Options were generally supportive of the proposals for dwellings. In particular there was support for:

- the approach to extra care provision;
- the need to determine types of housing with reference to the latest evidence;
- that regard be made to the PUSH affordable housing framework; and
- that residential development is included as part of the Gosport Waterfront.

4.10 Responses raising issues that required further consideration can be summarised as follows:

- Affordable housing percentages in the Borough need to be set at an appropriate level and also contain a degree of flexibility;
- Ensure affordable housing requirements are not prohibitive to development of brownfield land, where higher costs are incurred;
- Need for evidence to just viability of affordable housing;
- Need to have regard to the SE Plan regional density figure of 40 dwellings per hectare;
- Need to indicate when higher densities are more appropriate;
- There should be a threshold above which a mix of development types, size and tenure are required; and
- The access and design statements should be used to justify rather than inform residential densities.

4.11 Importantly no comments were received from developers, landowners or the public on the need to increase the overall quantum which at that stage reflected the figures set out in the South East Plan i.e. 125 dwellings pa with a total of 2,500 dwellings over the plan period 2006-2026. The key issues raised from a local resident, a local residents' association and the RSPB related to the fact that the Borough Council had tested the possibility of a higher housing figure of 4,000 (200 dwellings per annum) in case a higher residential figure was required to enable a number of mixed use brownfield sites to be developed. Key concerns related to the potential of undermining employment generation objectives, the increase pressure on road infrastructure and local services, and increased pressure on internationally important habitats.

Gosport Borough Local Plan 2011-2029: Consultation Draft (December 2012)

- 4.12 The Consultation Draft of the Local Plan takes into account the new South Hampshire Strategy (Oct 2012). Consequently the Borough Council proposed at this stage to increase its overall housing figure to 2,700 dwellings over the shorter 2011-2029 period which resulted in an annual requirement of 150 dwellings per annum.
- 4.13 The public consultation included landowners, developers and the general public. In relation to the overall quantum of residential development, and as with the previous consultation on the Core Strategy, no developers and landowners made comments requiring an increase in the overall housing figures.
- 4.14 Only PUSH suggested that the figure should be increased slightly so that the last three years of the Plan reflects the 170 p.a. set out in latest South Hampshire Strategy for the period 2011-2026. Consequently the figure in the Publication version of the Local Plan has now been increased to 3,060 dwellings (170 dwellings p.a.).
- 4.15 One developer suggested that the overall housing figure for the Borough and on their particular site (Gosport Waterfront) should not be considered ceiling. The Council will use the presumption in favour of development as set out in the NPPF and in Policy LP1 of the emerging Plan to accept higher housing figures provided the proposal accords with other policies in the Plan. It is also recognised that if the Waterfront site itself can be designed well and meets the other objectives set out in the emerging Policy it may be possible to achieve a higher residential figure. Therefore neither the Borough-wide figure nor the site specific figure for the Waterfront set out in the policies represent ceilings.
- 4.16 Other concerns from the public and a local residents group related to the proposed overall level of residential development in the Local Plan and on particular sites (Haslar, Priddy's Hard, Gosport Waterfront, Daedalus) and potential impact on the local environment, transport infrastructure and/or local services and facilities.
- 4.17 No additional sites to those identified at the Call for Sites stages were proposed for housing as part of this consultation.

5 CONSIDERATION OF ISSUES

- 5.1 Taking account of national and sub-regional policy, the latest evidence (including the SHMA and SHLAA) and results of consultation (including the outcome of the call for sites process); it is now necessary to provide some consideration and comparison of the objectively assessed need identified in the SHMA and the overall quantum set out in the Publication version of the Local Plan.
- 5.2 The key issues relating to the proposed housing allocation can be summarised as follows:
- The SHMA indicates an objectively-assessed housing requirement of 445 dwellings per year representing 8,010 dwellings over the Plan period 2011-2029 compared with a proposed 3,060 dwellings in the emerging Local Plan- a 4,950 shortfall;
 - This magnitude of the potential shortfall is significant and unachievable to be so great given the limited availability of land in the Borough.
 - Consequently the identified need will have to be met by the wider housing market on a sub-regional basis. However the SHMA identified an objectively assessed need for the PUSH area of 62,400 compared to

the current South Hampshire sub-regional figure of 56,642 dwellings⁹. This is a shortfall on a sub-regional basis of 5,758 dwellings (over the period 2011-2026).

- Therefore the emerging Local Plan cannot meet the objectively assessed needs identified in the SHMA for very good reasons cited below and that this need is not being met fully by the South Hampshire Strategy (2012).
- There is a strong case to accept that such provision will need to be considered collaboratively by the PUSH authorities as part of an early review/roll forward of the South Hampshire Strategy but this should not prevent the emerging Local Plan proceeding to Examination and eventual Adoption with the proposed 3,060 dwellings.

5.3 Further consideration of this issue in terms of the context and rationale for maintaining the proposed 3,060 dwellings in the emerging Publication version of the Local Plan are outlined below in the form of a series of questions.

What provision is made for housing in the latest South Hampshire Strategy (October 2012) to meet sub-regional needs?

5.4 The South Hampshire Strategy (October 2012) dwelling requirement is based on the PUSH Economic Development Strategy Preferred Growth Scenario (DTZ/Oxford Economic 2010) forecasts. It provides for 55,600 dwellings across the sub-region during 2011-2026. This is an average of around 3,700 new homes per annum, a slightly lower rate than 4,000pa included in the previous South Hampshire Strategy incorporated in the SE Plan. This reduction reflects a more pessimistic economic outlook and the lower forecasts of housing requirements as set out in PUSH Preferred Growth Scenario. The South Hampshire Strategy recognises that nevertheless even this lower rate will be challenging, especially in the short term given the current housing market.

5.5 The Spatial Strategy apportions the total 55,600 dwellings amongst the PUSH authorities and recognises that some new housing will only be possible if new and/or upgraded infrastructure is provided notably improved road and public transport access to the Gosport peninsula.

5.6 The derivation of the figures for each district is explained in the Background Report to the South Hampshire Strategy '*Employment Floorspace and Housebuilding Provision Figures.*' Essentially the figures in the South East Plan (2009) were considered as a starting point and then the apportionment took account of a number of factors including:

- the scale of development commitments (planning permissions and local plan allocations);
- each authority's aspirations for development;
- the Strategy's spatial planning principle of prioritising development in the two cities and other major urban areas;
- regeneration opportunities and environmental constraints; and
- the intention that the scale and timing of employment development in the New Community North of Fareham should keep pace with housing development to maximise self-containment and sustainability.

5.7 The figures included in the South Hampshire Strategy (Policy 11) are the number of new homes which each local authority should aim to provide through local plan allocations and planning permissions. The Strategy notes that these figures are aspirational and will be tested during the preparation of local plans

⁹ this takes into account the PUSH part of the New Forest District Council (NFDC) area of 1,040 dwellings plus the 55,600 dwellings identified in the South Hampshire Strategy (which didn't include NFDC but which has subsequently rejoined PUSH and included in the SHMA).

taking account of other considerations including any impact on sites of European importance for nature conservation.

5.8 The apportionment agreed by the PUSH authorities in the South Hampshire Strategy as recently as October 2012 represents a clear demonstration of meeting the duty to cooperate whereby the envisaged requirement has been met across the sub-region including the provision of Welborne (originally referred to as a Strategic Development Area (SDA) or New Community North of Fareham) within Fareham Borough. This settlement aims to meet the needs of the sub-regional market housing as a whole including that of Gosport Borough. Consequently this settlement is shown separately from the provision for Fareham Borough in Policy 11 of the South Hampshire. The Strategy recognises that the settlement will provide for housing and employment needs over an area wider than Fareham Borough (Para 2.7). The site was chosen in the previous South Hampshire Strategy included in the now revoked South East Plan (which was subject to public consultation and an examination in public) as unlike many sites in the South Hampshire area it was largely free of significant constraints such as national/international conservation designations and floodplains.

5.9 The Fareham Core Strategy (Adopted August 2011) recognises that the new settlement will meet the needs of the local housing market and the Inspector's Report into Fareham's Core Strategy states in relation to the SDA in Fareham, *'The development now proposed is one of two SDAs proposed by PUSH and brought forward into the SEP [South East Plan]. Both are aimed at meeting sub-regional housing needs and, as such, their housing totals are separated from the housing requirement for the remainder of the Boroughs concerned in the sub-regional strategy and SEP.'*

5.10 There is no doubt that Welborne serves sub-regional needs as clarified by the Inspector who adds,

'Various Council publications, most notably a special edition of 'Fareham Today' that was published shortly before the examination hearings, give the impression that the SDA is intended to meet Borough, rather than sub-regional, housing needs. This clearly conflicts with the evidence base, as described above. While the sub-regional housing requirement would necessarily include a local element, the scale of such local provision has not been quantified.

'Furthermore, while additional demographic evidence has been prepared by the Council, this does not justify a development of the scale proposed at the SDA solely to satisfy housing needs generated within Fareham Borough. This point was accepted by the Council in its response to my preliminary questions, and re-emphasised in its oral comments at the relevant hearing session.

5.11 Therefore any changes to this position particularly in the light of the findings of the SHMA would need to be considered as part of the review of the South Hampshire Strategy on a coordinated basis not by an individual local authority.

Does the sub-regional strategy meet the objectively-assessed need outlined in the latest SHMA?

5.12 The NPPF makes it clear that local planning authorities need to significantly boost the supply of housing in order that Local Plans meet the full objectively assessed needs for market and affordable housing in the housing market area

- including identifying key sites which are critical to the delivery of the housing strategy over the plan period.
- 5.13 Table 4 below compares the housing requirement outlined in the latest South Hampshire Strategy (Oct 2012) (together with the additional PUSH area within the New Forest), with the objectively assessed need identified in the SHMA. Additionally it is considered useful to make a comparison with the original South Hampshire Strategy included in the now revoked South East Plan. This is useful as it highlights the original aspirations of the PUSH authorities prior to a reduction in housing numbers for the latest South Hampshire Strategy in the light of lower economic projections following the prolonged recession and economic downturn since 2008. Whilst it is accepted that the South East Plan has now been revoked it had benefitted from public consultation and an examination in public.
- 5.14 For comparison purposes an analysis has been undertaken for the 2006-2026 period and the 2011-2026 making various assumptions which are explained in the footnotes (Table 4). In order to make a comparison over the SE Plan period of 2006-2026 the actual completions for the PUSH authorities for the earlier period 2006-2011 have been used with the SHMA annual requirements.
- 5.15 The SHMA identifies that the objectively assessed housing need for the PUSH area as 4,160 homes per annum over the Plan period. This compares with the current planned provision for 3,776pa for the PUSH area including the New Forest. Over the Plan period between 2011-2026 this represents a 10% difference or shortfall of 5,758 homes.
- 5.16 It is very interesting to note that the SHMA figure is almost the same as the figure in the previous South Hampshire Strategy contained within the revoked South East Plan, with the previous Strategy approximately 500 dwellings higher over the 2011-2026 period than the figure identified in the SHMA.
- 5.17 In order to deal with the planning policy objectives of the PUSH authorities in a coordinated manner. It will therefore be necessary to review the South Hampshire Strategy to consider the implications of the differences between the latest South Hampshire Strategy and the figure in the SHMA Report and consider the scale and distribution of new housing within the sub-region towards 2036.

Table 4: Comparison of the SHMA Needs Assessment with the latest and previous South Hampshire Housing Requirements 2006-2026

	SHMA Report- Objectively-assessed need (Jan 2014)	South Hampshire Strategy (plus New Forest area within PUSH) (Oct 2012)	Original South Hampshire Strategy within the South East Plan (May 2009)
1) Number of dwellings completed in PUSH area 2006-2011 ¹⁰	17,077	17,077	17,077
2) Housing requirement 2011-2026	4,160pa	3,707 pa ¹¹ + 69 pa ¹² =3,776 pa	4,195pa¹³ when considering 2006-2011 completions
Overall total 2011-2026	62,400	55,600 + 1,042 ¹⁴ =56,642	62,923
Overall total 2006-2026 ¹⁵	79,477	73,719	80,000

How is the housing quantum set out in the Publication version of the Gosport Borough Local Plan 2011-2029 derived and how does it compare with the earlier South East Plan figure (2006-2026)?

- 5.18 In the South Hampshire Strategy (October 2012) a figure of 2,550 dwellings is apportioned to Gosport Borough for the period 2011-2026 amounting to 4.6% of the total PUSH requirement. This represents an annual dwelling requirement of 170 dwellings per annum. As the Gosport Borough Local Plan covers three additional years it is considered appropriate to provide a total requirement of 3,060 dwellings.
- 5.19 As outlined above the housing figure as the South Hampshire Strategy figure was reduced to take into account revised economic projections as well as difficulties with certain key sites in other districts. This led to the deletion of a Strategic Development Area to serve primarily the west of the PUSH area in Eastleigh Borough and a reduction for the SDA now known as Welborne, north of Fareham from 10,000 dwellings to 6,000 dwellings.
- 5.20 This meant a reapportionment of the overall figure based largely on availability of sites. As table 5 highlights at this stage Gosport Borough agreed to take an increased proportion of the smaller sub-regional figure, particularly when compared with other authorities. This was mainly because a number of MoD sites had become available and it was considered important to make additional provision to enable the development of a number of brownfield sites and facilitate a mix of uses on these sites including new employment.

¹⁰ 16,579 identified in the PUSH South Hampshire Strategy Background Paper: Employment floorspace and housebuilding provision figures (Oct 2012) plus the 498 completions in the PUSH part of the New Forest for the same period

¹¹ Rounded upwards from 3,706.666

¹² Rounded down from 69.466

¹³ The figure has been increased from the 4,000pa set out in the Plan (i.e. 80,000/20 years) as the actual completion figure for the first five years for the sub-region was down on the requirement.

¹⁴ NFDC Core Strategy 2006-2026 housing allocation for the PUSH area (as identified in original South Hampshire Strategy) 1,540 minus 498 dwelling built between 2006-2011=1,042

This figure is the housing figure included in the original South Hampshire Strategy for the period 2011-2026 minus completions between 2006-2011.

¹⁵ Add completions of first five years (i.e. totals of row 3 plus totals of row 1)

Table 5: Comparison of housing requirements between the original (Adopted 2009) and current South Hampshire Strategy (2012)

District (largest increase 1 st)	Original South Hampshire Strategy (May 2009)		Current South Hampshire Strategy (Oct 2012)		Change in requirement
	Total Housing Requirement 2006-2026 (20 years)	Annual requirement	Total Housing Requirement 2011-2026 (15 years)	Annual requirement	
Eastleigh	7,080	354 pa	8,050	536.6pa	+51.6%
Gosport	2,500	125 pa	2,550	170pa	+36%
Winchester (part)	6,740	337pa	6,200	413.3 pa	+22.7%
East Hampshire (part)	1,200	60 pa	1,050	70pa	+16.6%
Havant	6,300	315pa	5,150	343.3pa	+9%
Test Valley (part)	3,920	196pa	2,950	196.6pa	+0.3%
Southampton	16,300	815pa	12,200	813.3	-0.2%
Portsmouth	17,700	735pa	9,100	606.6pa	-17.5%
Fareham	3,720	186pa	2,200	146.6pa	-21.1%
New Forest (part)	1,540	77pa	n/a	n/a	n/a

- 5.21 The original South Hampshire Strategy incorporated into the South East Plan (2009) covering the period 2006-2026 included a dwelling figure for Gosport Borough of 2,500 dwellings (125 dwellings p.a.). During the first five years (2006-2011) of the SE Plan 1,231 dwellings were completed (representing a build-rate of 246 dwellings pa). This compares with the Plan requirement of 625 dwellings (i.e. 125 dwellings pa x 5 years). Consequently the Borough provided 97% over what was required in the first five years.
- 5.22 This unprecedented high level of housing completions reflected the fact that the MoD released several large sites at the same time, and together with the development of the Cherque Farm estate resulted in an exceptionally high housing supply. This left a residual of 1,269 to be built over the remaining 15 years of the SE Plan period (at a rate of 85 dwelling p.a.).
- 5.23 The proposed rate of dwelling completions in the South Hampshire Strategy for Gosport of 170 dwellings pa is therefore at a higher rate than the 125 dwellings per annum set out in the previous South Hampshire Strategy and this represents a 36% increase in the annual rate.
- 5.24 As a comparison, by taking into account the dwelling requirement in the latest South Hampshire Strategy for Gosport Borough (2,550) and those dwellings built between 2006- 2011 the housing requirement over the South East Plan period (2006-2026) is 3,781 dwellings for Gosport Borough. This represents a 51% increase in the number of dwellings identified in the South East Plan.
- 5.25 Given that the SHMA figure is similar to the original South Hampshire Strategy and that Gosport Borough has significantly increased its proportion of the total sub-regional figure it can be argued that the Borough has demonstrated a proactive approach to develop as much housing as possible as opportunities arise within the sub-regional context and that this has been accepted by the other PUSH authorities.

Has the socio-economic and environmental considerations of the higher quantum set out in the latest Local Plan been tested?

- 5.26 The Borough Council has carried out studies to demonstrate that the proposed 3,060 dwellings can be accommodated in the Borough in terms of potential, economic, social and environmental impacts including that the requisite infrastructure can be delivered.
- 5.27 However no work has been undertaken to consider the potential to accommodate significantly higher levels in the Borough or in the sub-region in the light of the latest SHMA. Consequently it is considered that the socio-economic and environment implications of accommodating significantly higher figures in the sub-region will need to be considered at a sub-regional basis involving all the PUSH authorities as part of the roll forward of the sub-Hampshire Strategy. Conversely it is entirely inappropriate to be undertaken at a Borough-wide level particularly as it clear that the theoretical objectively-assessed need for the Borough cannot be met within the Borough due to the lack of available sites. It must therefore be delivered in coordination with neighbouring authorities.

Does the emerging Local Plan meet the objectively assessed needs set out in the SHMA for Gosport Borough?

- 5.28 As outlined previously and considered further in the section below the objectively-assessed figures in the SHMA for each District need to be used with caution and it is the overall sub-regional figures which are more important and robust. However as the figures for each district is contained within the Appendix of the SHMA it is necessary to consider them in more detail.
- 5.29 The SHMA identifies a base projection of 445 homes per annum compared with the South Hampshire Strategy and emerging Local Plan figure of 170 dwellings per annum. The SHMA figure is therefore 2.6 times greater than the Local Plan figure. This would represent 8,010 dwellings over the period 2011-2029 which is 4,950 dwellings more than identified in the Local Plan for this period. This total figure represents 22% of the total dwelling stock in the Borough being built over the Plan period (2011-2029) compared to the proposed 3,060 dwellings which represents a still significant figure of 8% of the total stock.
- 5.30 The reasons why the SHMA figure should be treated with extreme caution and the reasons why it would be extremely difficult to come anywhere close to meeting this figure is set out below. Consequently this reinforces the Borough Council's approach of working closely with the other PUSH authorities to meet the areas housing requirement as well as other economic, social and environmental objectives.

Are there reasons why both the sub-regional and local figures identified in the SHMA need to be treated with caution?

- 5.31 The SHMA very clearly states that the analysis contained in the report is an objective policy-off analysis and takes no account of land supply and development constraints within the PUSH area, or within each individual district. Nor does the assessment take into account the 'Policy-On' aspirations for economic growth. The NPPF and the planning practice guidance dictate that assessments are undertaken in this way.
- 5.32 The SHMA Report add that how any objectively-assessed need is ultimately distributed and met across the PUSH area should reasonably be decided at the local level through dialogue between the authorities in the PUSH Partnership, taking account of constraints and land availability, the need to promote sustainable forms of development and other policy aspirations (such as

regeneration). The analysis is therefore a starting point against which potential land supply can be assessed.

5.33 In relation to the individual district assessments the suggested figures need to be considered in context including recognising that:

- Past relative housing delivery has been stronger in Gosport and Eastleigh, and weaker in Havant and that this influences the projections;
- The Report recognises that the growth in housing stock has been strongest in Gosport (12.7%) and Eastleigh (11.7%) and that these notably above average growth rates¹⁶ is likely to have fed through to higher migration to these authorities in comparison terms.
- The affordable housing needs evidence provides some evidence of a need to consider higher housing particularly in Eastleigh, East Hampshire, Fareham and Test Valley. The Report doesn't consider this is necessary in Gosport.

5.34 These are relevant factors when considering Policy-On distribution of housing provision across the housing market area through joint working at PUSH level.

5.35 In addition, as previously mentioned there also needs to be caution given to the population projections used in the SHMA as these are based on the provisional 2011 sub-national population projections (SNPP). The latest 2012 SNPP forecasts a significantly lower population figure for Gosport Borough over the Plan Period. For example by 2021 the population is forecast to be 1,900 lower than the 2011 SNPP (4.2% growth rather than 6.7%) and by 2036 (which is beyond the Plan period) the latest population projection is 10,472 lower which is 54.3% of the 2011 forecast. There is also a reduced forecast for the wider PUSH area. This will obviously have implications when calculating the objectively assessed need for the Borough and the sub-region whereby the Borough figure is reduced by 148 dwellings per annum (from 445 to 297) This would therefore reduce the objectively assessed need figure over the Plan period from 8,010 dwellings to 5,346 dwellings. The objectively assessed need figures will be recalculated as part of the review of the South Hampshire Strategy which will also consider household and economic forecasts.

Why doesn't the Local Plan identify the objectively-assessed needs set out in the SHMA?

5.36 Firstly the housing figures for Gosport contained in the emerging Gosport Borough Local Plan have to be viewed in the context of the current South Hampshire Strategy produced in 2012 with full cooperation of the PUSH authorities. These figures for the whole sub-region took into account the latest economic projections available at that time which led to revisions to the earlier South East Plan dwelling figures. The South Hampshire Strategy also includes key policy objectives such as the provision of a major new greenfield settlement north of Fareham (known as Welborne). In the light of these policy objectives the local authorities agreed a realistic and deliverable distribution amongst the PUSH local authorities. As part of the considerations for distributing housing within the sub-region the availability of land for housing has been a key issue.

5.37 The availability of land remains a key issue when considering how the objectively-assessed need could be met. When assessing the Policies Map which forms part of the Publication version of the Local Plan it is very clearly

¹⁶ Between 2001-2011 the housing stock growth across the Core Authorities is 8.7% which is higher than the national average of 8.3%.

visible that outside of the identified brownfield regeneration areas already allocated in the Plan for development there are very few sites available.

- 5.38 Table 6 below identifies large tracts of land (above 1 ha) in the Borough that have not been identified for residential or mixed use development and these sites have been identified in Figure 1.

Table 6: Sizeable areas of land within the Borough not allocated for specified residential development¹⁷

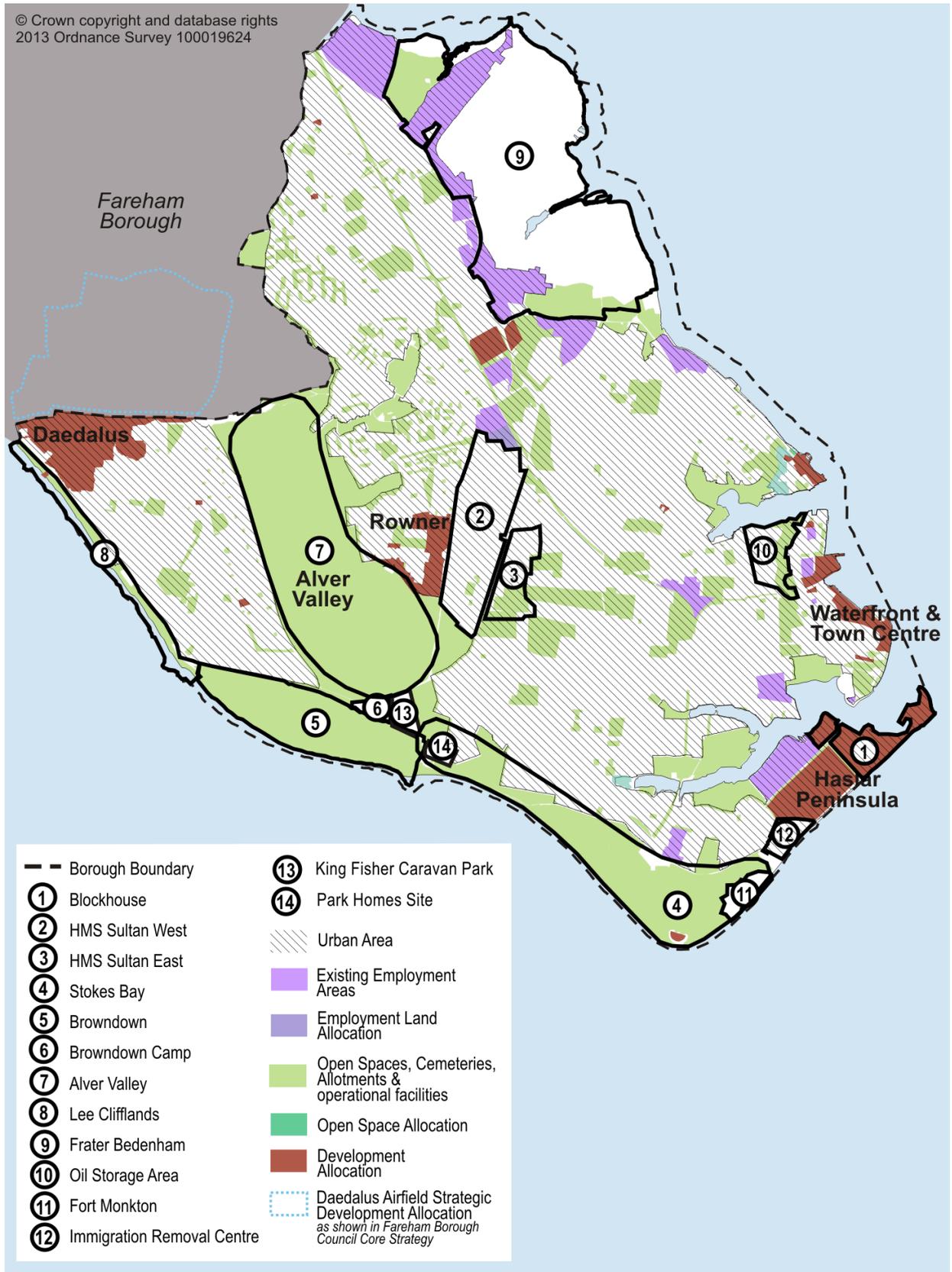
Area of Land	Potential for housing over Plan period	Comment
1) Blockhouse	Yes but limited (see comments)	<p>The site has already been identified in the Publication version of the Local Plan as being a mixed use development area within the Haslar Peninsula. However due to some uncertainty of when and how much of the site will be released no quantum of residential or employment development has been set out and therefore does not currently contribute to the overall housing and employment figures.</p> <p>The site could include an element of residential including the re-use of historic buildings. However there are numerous constraints that would limit the overall figure including:</p> <ul style="list-style-type: none"> * a scheduled ancient monument that would impact on scale and nature of development; * is adjacent a Special Protection Area; * most of the site is within floodzone 3 and its peninsula location is particularly vulnerable to flooding; * limitation of road infrastructure from west and east (via Haslar Bridge). <p>In addition given the assets of the site including deep water access (the site used to be a submarine base) it is considered necessary to protect access to the deep water for marine industries (a key industry for the Borough) as well as promoting the tourism assets of the site such as the submarine museum and sailing facilities.</p> <p>For the time being it remains in operational use by the Ministry of Defence.</p>
2) HMS Sultan (West)	Not likely/ Not known	The site remains an operational MoD training base. If the site were to be released a mix of uses would need to be considered including employment and consequently it has been identified in the emerging Local Plan as an Employment Priority Area. The site plays an important role in the local economy and the Borough Council strongly supports its retention as a training base.
3) HMS Sultan (East)	Not likely/ Not known	The site remains an operational MoD training base. If the site were to be released a mix of uses would need to be considered including residential. The site plays an important role in the local economy and the Borough Council strongly supports its retention.
4) Stokes Bay	No (except the re-use of Fort Gilkicker)	Major recreational resource of strategic importance to the Borough. Includes international, national and local nature conservation designation and has flood risk issues (virtually all in Floodzone 3). The re-use of Fort Gilkicker (a scheduled ancient monument and Listed Building) for residential has been identified in the Publication version of the Local Plan.
5) Browndown	No	Site of Special Scientific Interest with associated buffer area including a locally important nature conservation designation.
6) Browndown Camp	No	Former army camp which has been sold in recent years. Considered most suitable for an appropriate leisure/recreation facility which needs to be sensitively designed within the settlement gap within the Alver Valley. The site is adjacent the SSSI.
7) Alver Valley	No	The site is largely a former quarry and landfill site and together with pre-existing habitats is being consolidated to form a Country Park and has been identified in the PUSH Green Infrastructure Strategy

¹⁷ Excludes sites allocated in the Local Plan which have an identified quantum of residential and/or employment/commercial floorspace.

		as of sub-regional importance. It has also been recognised as a potential Suitable Alternative Natural Greenspace (SANG) to deflect recreational pressure generated by new development from internationally important habitats.
8) Lee Clifflands	No	These open spaces on the cliffs at Lee are important recreational open spaces that maintain the special character of the Lee seafront.
9) Frater-Bedenham	No	This extensive area is still required for MoD operations. The MoD has not indicated any rationalisation of any part of this site during the Plan period. Significant contamination issues would need to be addressed as well as nature conservation considerations
10) Oil Storage Area	No	Required as part of continued MoD operations.
11) Fort Monkton	No	Operational Government establishment.
12) Immigration Removal Centre	No	Operational Government establishment.
13) Kingfisher Caravan Park	No	A current operational holiday park with no known plans for alternative uses. Functions as an important tourist base for the Borough. Site within Floodzone 3
14) Residential Caravan Park	No	Long established residential caravan park which forms a niche part of the housing market. Part of the site in Floodzone 3.
Existing Employment Areas (over 1ha)	Limited potential	The Local Plan's overall strategy is to retain and increase the number of jobs available locally in order to provide employment, reduce out-commuting and congestion. In order to do this it is necessary to both retain existing sites as well as allocate new sites such as the Solent Enterprise Zone at Daedalus. However it recognised that some employment sites may not be suited to modern business needs and there may be opportunities to rationalise sites. Policy LP16 of the emerging Local Plan enables parts of employment sites to be developed for residential uses subject to various considerations.
Open spaces, cemeteries and allotments (over 1ha)	No but there may be exceptional conditions where it could be considered.	It is considered that such open spaces provide a variety of functions which are required to support the needs of existing and future residents. No sites are considered particularly suitable for development and therefore should be retained within a dense urban environment. Evidence studies show that existing sites should be retained to meet local needs. Policy LP35 sets out those exceptional conditions whereby open space could be developed.

5.39 The evidence base therefore clearly shows the lack of significant available sites in the Borough other than those already identified for residential development. The only major sources that could come forward in the long term are further Ministry of Defence or other government sites that are currently being used for operational purposes.

Figure 1: Large tracts of land within the Borough not identified for housing



- 5.40 There are a number of economic and environmental reasons why the supply of residential development land in the Borough can be considered to be limited including:
- The dense nature of the Borough- Gosport is one of the most densely urbanised areas in the South East and has a land area of just 2,530 hectares;
 - The fact that other than the sites currently identified there are no other significant sites available. This may be in part due to the land ownership pattern of the Borough. This is concentrated in public ownership including the MoD (which currently own 21% of the Borough) and consequently the release of land for sizeable residential development is often dependent on the release of MOD land;
 - Significant areas are within Floodzone 3 and prone to coastal flooding. Even with this constraint the Borough Council is promoting sites within Floodzone 3 where there are over riding sustainability benefits and it can be demonstrated that the sites can be safely protected from flooding in accordance with the NPPF;
 - The presence of internationally important habitats as well as Sites of Special Scientific Interest and numerous sites which support the integrity of the identified features of the internationally important sites;
 - The need to safeguard an appropriate mix of employment sites to provide local employment. This is necessary otherwise the high levels of out-commuting and congestion would be exacerbated;
 - it is important to retain appropriate levels of open space to serve the population and maintain the quality of the townscape;
 - Need to protect community facilities to ensure that the existing and new residents can live in a genuinely sustainable community with a range of appropriate infrastructure and services.
- 5.41 The PUSH authorities have also recognised that the constraints of the road network to and from the Gosport peninsula also acts as a constraint on dwelling figures for the Borough. This was acknowledged originally in the background work for the sub-regional strategy which formed part of the now revoked South East Plan.
- 5.42 The housing supply in the Borough has therefore largely been driven by the availability of large brownfield sites which form the focus for a number of regeneration areas. Other smaller sites have been identified through the consideration of the SHLAA including outstanding planning permission, pre-application queries and other sites known to be available.
- 5.43 The Borough Council has tried to identify further housing sites through two separate 'call for site' initiatives (as identified in the Section 4 above). Each met with a limited response from landowners with a small number not being appropriate for other sustainability reasons. Similarly during the consultation of the Core Strategy: Preferred Options (December 2009) and the Gosport Borough Local Plan (December 2012) no additional sites were identified. Importantly no comments were received from developers or landowners requiring that the overall housing figure included in the emerging Local Plan should be increased.
- 5.44 The results of the latest SHLAA identified approximately 540 suitable dwellings (not currently available or achievable) which could come forward during the Plan period if particular constraints were overcome. Clearly this represents only a small proportion of the potential 4,950 dwelling shortfall identified in the SHMA.

Such sites, should they come forward, in most cases are likely to be granted planning permission provided they met the development considerations set out in either the existing adopted Local Plan or once the emerging Plan is adopted, particularly as there is a presumption in favour of development. The shortfall is equivalent to almost five times (4.7 times) the size of the Borough's recent largest development of Cherque Farm (1,050 dwellings). Even identifying sites of 100 dwellings would require 50 such sites to meet this requirement. It is clear that no such sites existing in the Borough other than those identified in the Local Plan.

- 5.45 It is therefore clear that there is a lack of available suitable sites in the largely built up area and the Borough Council has therefore identified all the known supply that is deliverable and developable over the Local Plan period which meet national and local sustainability considerations. It is also important to note that the proposed figure outlined in the emerging Plan is supported by PUSH on a sub-regional basis and therefore the need which hasn't been met in the Borough will be met in the wider sub-regional housing market area including sites like Welborne which is proposed to meet the needs of the sub-region as a whole.
- 5.46 As noted that the 3,060 dwellings over the plan period (170 dwellings pa) proposed is significantly lower than 445 dwellings pa representing the objectively assessed need in the SHMA. Even if there were sufficient sites available to meet a proportion of this figure there are likely to be significant socio-economic and environmental factor which would make achieving this figure undesirable. (road network, flood risk, international habitats, need to protect important space to serve a densely populated community). The PUSH authorities will therefore need to collaboratively consider the implications of the higher SHMA figure as part of a review of the South Hampshire Strategy.

How would the Local Plan deal with sites currently unidentified that come forward for housing?

- 5.47 It is important to recognise that the NPPF includes a presumption in favour of sustainable development and that all local plans should be prepared on that basis.
- 5.48 The emerging Local Plan includes Policy LP1 which also presumes in favour of development. The policy and justification text is set out in Box 2 below. It is therefore clear that should further housing sites come forward that meet the policies of the Local Plan they would be granted planning permission for residential development to help meet both the local and sub-regional objectively -assessed housing need.
- 5.49 As identified previously the Borough Council's latest SHLAA identifies a number of additional realistic sites that are considered suitable for residential development but are not currently available or achievable, largely as the landowner is not promoting them for development.

Box 2: Emerging Local Plan Policy on the presumption in favour of development

POLICY LP1: SUSTAINABLE DEVELOPMENT

- 1. When considering development proposals the Council will take a positive approach that reflects the presumption in favour of development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the Borough.**
- 2. Planning applications that accord with the policies in this Local Plan will be approved without delay, unless material considerations indicate otherwise.**
- 3. Where there are no policies relevant to the application or where relevant policies are out of date at the time of making the decision then the Council will grant planning permission unless material considerations indicate otherwise, taking into account whether:
 - a) any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**
 - b) specific policies in that Framework indicate that development should be restricted.****

EXPLANATION OF POLICY LP1

The Borough Council's overall approach to development is a presumption in favour of development which accords with the National Planning Policy Framework (NPPF). Policy LP1 sets out how the Borough Council will determine planning applications to achieve sustainable development in relation to national and local policies. The NPPF states there are specific policies which indicate development should be restricted and these include those policies relating to sites protected under the Birds and Habitats Directives and/or designated as Sites of Special Scientific Interest, designated heritage assets and locations at risk of flooding. The rest of the policies in the Local Plan have been written within this overarching policy context.

Has the local planning authority a track record for permitting housing development within the Borough?

- 5.50 The Borough Council has not refused planning permission for a residential housing scheme on the basis that a proposal would lead to the Borough exceeding its housing requirement, as set out in a relevant development plan. In this regard it has operated a policy in favour of development within the urban area subject to the detailed development management policies of the relevant development plan. As stated above this approach will continue and is backed by the presumption in favour of sustainable development as incorporated in the NPPF and Policy LP1 of the emerging Local Plan.
- 5.51 The Borough's completion rate has out-performed the identified requirement of the relevant development plan and/or sub-regional strategy over the medium-long term (since at least 1996). This highlights that when sites are brought forward by developers subject to other policy considerations they are granted planning permission and delivered. For example the Borough delivered 47% more dwellings than required in the former Hampshire County Structure Plan 1996-2011. Similarly 13% more dwellings have been completed than required by the current Gosport Borough Local Plan Review 1996-2016 with 4,758 completions up to April 2014 compared with a cumulative requirement to the same date of 4,212 dwellings.
- 5.52 It is noted however that the during the period of the current South Hampshire Strategy (i.e. since April 2011) there has been an under-provision of completions by 23% this is largely due to the fact that net completions are measured and currently demolitions at the Rowner Renewal Regeneration site is outstripping completions. The wider effect of the lengthy recession has also had an impact on completions on other sites in the Borough. That said in the first two years of

the South Hampshire Strategy plan period (i.e. 2011/12 to 2012/13) the net housing completions was 22% over the cumulative requirement.

- 5.53 The SHMA identifies that over the period 2001-2011 the housing stock across the Core Authorities grew by 8.7% which is slightly higher than the average across England of 8.3%. It recognises that the growth in housing stock has been strongest in Gosport (12.7%) and Eastleigh (11.7%).

What has been PUSH's suggested way forward?

- 5.54 It was recognised by the PUSH authorities in March 2013¹⁸ that commissioning a new South Hampshire SHMA posed a risk in that it may identify a need in excess of that provided in the authorities' adopted or emerging core strategy/local plan. As identified above this has been the case for Gosport Borough. PUSH consider that the main response to this is that,

'the established approach in South Hampshire is to consider housebuilding provision across the whole sub-region, such that an authority's housing need is not necessarily accommodated wholly within that authority's area. The New Community North of Fareham [now known as Welborne], for example, is intended to provide for housing needs over a wider area than just Fareham Borough.'

- 5.55 The PUSH report adds that, *'in the event that the PUSH-wide SHMA identified a need for housing additional to that planned for in the South Hampshire Strategy, then decisions on where to accommodate it would be made through the review/roll-forward of the Strategy.'*
- 5.56 The findings of the SHMA Report have indeed shown that the South Hampshire Strategy (2012) plus the New Forest element, which outlines the need for 3,706 dwellings per annum, is short (by approximately 10%) of the 4,160 dwellings per annum identified in the SHMA Report. This represents some 5,758 dwellings over the Plan period.
- 5.57 Consequently the SHMA will need to inform a review of the South Hampshire Strategy to fully consider the implication over the rest of the Plan period and beyond towards 2036. Such decisions on the scale, distribution and location of these requirements will need to be considered fully by the PUSH authorities in cooperation with each other. This will need to consider policy objectives, site availability and other constraints.
- 5.58 The Borough Council will continue to fully cooperate with its neighbouring authorities as part of PUSH to provide housing sites including the regeneration sites identified in the Local Plan and others that come forward which accord with the policies in the Plan including any further MoD releases.
- 5.59 In relation to the review of the South Hampshire Strategy the PUSH Joint Committee which includes the Leaders of each local authority have agreed in March 2014 to commence a review of the South Hampshire Strategy and this would be completed for 2016 which takes into account the latest objectively assessed needs with revised population, household and economic forecasts.

¹⁸ PUSH Joint Committee -26th March 2013

Should the Gosport Borough Local Plan 2011-2029 proceed in the light of the above circumstances?

5.60 There are perhaps three scenarios with variations based on the important and real assumption that any further search for land for residential development in the Borough would only yield a very small proportion of the outstanding objectively assessed need identified in the SHMA. The three scenarios are:

Scenario1: Delay Local Plan until a sub-regional distribution of the objectively-assessed need has been formally agreed

- The Borough cannot meet its identified objectively assessed need nor does the PUSH area fully meet the objectively assessed need for the sub-region.
- GBC could wait approximately 2 years until a revised South Hampshire Strategy is in place which meets the objectively-assessed need identified in the SHMA and redistribute this between the districts to take account of land availability, environmental constraints and policy decisions including those relating to economic development.
- In the meantime the Borough Council's Local Plan (2006) would become increasing out-of-date and could not provide suitable guidance on a whole range of policy matters. This would create uncertainty for local residents, investors, developers and landowners. The Borough Council would also not be able to proceed with the Community Infrastructure Levy and would be restricted to the pooling of Section 106 Agreements. Consequently the Borough's residents, businesses and infrastructure providers would not be receiving the required level of funding to support new development.

Scenario 2: The proposed Local Plan figure is accepted and an early Review is undertaken following the implications of a revised South Hampshire Strategy

- The position of 3,060 dwellings is accepted and it is understood that neither the Borough nor the sub region can currently meet fully its objectively assessed need but the sub region as a whole can meet approximately 90% of it.
- The shortfall and the requirement for an extended planning period (for example 2036) would be considered as part of a revised South Hampshire Strategy over the next 2 years.
- Consequently the Borough will have an up-to-date local plan and that as further sites come forward they would be granted planning permission subject to development management policies set out in the latest Plan. The Borough could adopt CIL and the local community, investors, developers and landowners would have certainty regarding land allocation and planning policies.

Scenario 3: The Local Plan proceeds to Examination and is found unsound by an Inspector

- The position of 3,060 dwellings is taken forward to an Examination but is found unsound as the Borough and the sub-region as a whole cannot currently demonstrate that it is meeting its objectively assessed needs. This would be despite that there is no significant amount of land being available locally, that no developers are questioning the 3,060 figure and that the Borough Council has done all it could possibly do to cooperate with neighbouring authorities through the South Hampshire Strategy
- In this instance the Borough Council would have spent a significant amount of money at an Examination and would then have to wait until the objectively-assessed needs is distributed across the sub-region through

a review of the sub-regional strategy or an alternative formal arrangement.

- There would therefore be a period of uncertainty for the local community, investors, developers and landowners.

5.63 There may be other scenarios but at this stage it is difficult to ascertain what these would be, so advice from the Planning Inspectorate has been sought. Consequently the Borough Council has had an advisory meeting with planning inspector (who will not be examining the Local Plan at the Examination in Public) to provide informal advice based on the current situation in relation to the objectively assessed needs. The Inspector was sent an explanatory note on housing issues (based on the information contained within this background paper), together with a copy of the emerging Local Plan and links to relevant evidence studies such as the SHMA. A meeting was held in February 2014 between Gosport Borough Council officers and the Planning Inspector. The details of this meeting are set out in Appendix 3 and it was concluded that the Borough Council should continue with the current Local Plan housing figures and that an early review may be necessary following the review of the South Hampshire Strategy.

Conclusion

5.64 The 3,060 housing figure is considered an appropriate housing figure for the period 2011-2029 and that this figure has been agreed in cooperation with the other PUSH authorities.

5.65 As highlighted in this Paper the magnitude of objectively assessed need identified for Gosport Borough could not physically be accommodated in the Borough and that developers and landowners have not brought forward suitable additional sites outside of those already identified in the Local Plan. Even if a number of sites did come forward (including any of the small site previously dismissed through the sustainability appraisal process), these will not yield the numbers required to meet the objectively assessed need outlined in the SHMA.

5.66 It is important to recognise that the projections for each authority must be viewed with caution and it is necessary to take the overall PUSH figure and distribute the numbers between each authority based on local constraints, land availability and other local factors. Despite significant cooperation between the PUSH authorities due to the recent nature of the SHMA evidence there has not been an opportunity to distribute the entire objectively assessed need across the sub-region although approximately 90% has been allocated.

5.67 It is also important to acknowledge that the SHMA figure is policy-off and no allowance has been made for Welborne. The principle of Welborne meeting sub-regional needs has been established in the South Hampshire Strategy 2012 and more importantly in Fareham Borough Council's adopted Core Strategy. It is recognised that meeting the SHMA figure would not necessarily meet all the other policy objectives of the PUSH authorities.

5.68 Consequently it is clear that the implications of the shortfall both locally and across the sub-region as a whole need to be addressed collaboratively by the PUSH authorities as part of the review of the South Hampshire Strategy towards 2036. This process could take two years to complete. It is considered unreasonable to delay the Gosport Borough Local Plan for this period of time when there is a sub-regional strategy in place. Accordingly it is considered that the draft Local Plan with the proposed 3,060 dwellings should proceed to Examination and eventual Adoption.

- 5.69 Over the existing Plan period the Borough Council will continue to contribute towards the overall requirements by continuing to take a positive approach to new residential development. This would be in accordance with the presumption in favour of sustainable development set out in Policy LP1 of the Local Plan and the NPPF.

PART C: TYPE AND MIX OF HOUSING

6 Evidence

Affordable Housing

Strategic Housing Market Need for Affordable Housing

- 6.1 The PUSH SHMA (GL Hearn 2014) identifies a significant continuing need for the provision of affordable housing to deal with a current housing need backlog and newly arising need.
- 6.2 Table 8 shows the overall calculation of housing need for the PUSH area and the two component housing market areas (HMA); Southampton HMA; and Portsmouth HMA which includes Gosport Borough. The methodology, assumptions and calculations for each component in the table are detailed in the SHMA.
- 6.3 The table excludes supply arising from sites with planning consents to allow comparison with demographic projections. In considering the net need for additional affordable housing the pipeline of affordable housing which is expected to be delivered should be netted off the backlog need figures shown in the table. The SHMA Report identifies the future supply of affordable housing as the flow of affordable housing arising from the existing stock that is available to meet future need. It is split between the annual supply of social relets and the annual supply of relets/sales within the intermediate sector. The table shows an overall need for affordable housing of 76,996 units over the period to 2036 equivalent to 3,345 units per annum. The net need is calculated as follows:

Net need= Total need (Backlog need + Need from newly forming households + existing households falling into need) - supply of affordable housing.

Table 8: Estimated housing need (2013-36) excluding pipeline

Area	Backlog need	Newly forming house holds	Existing House Holds falling into need	Total need	Supply	Net need	Net need per annum
Southampton HMA	4,033	51,903	26,997	82,933	44,735	38,198	1,661
Portsmouth HMA	3,682	46,945	19,702	70,329	31,602	38,727	1,684
PUSH	7,714	98,920	46,699	153,333	76,337	76,996	3,345

Source: Census 2011/CORE/Projection modelling and affordability analysis (GL Hearn 2014)

- 6.4 ***The SHMA Report therefore concludes that there is a clear justification for authorities in the PUSH area to seek to secure the maximum viable level of affordable housing on development schemes.***
- 6.5 The SHMA makes it clear that it is necessary to consider a number of factors when interpreting the findings. Importantly the role of the needs assessment is specifically to identify whether there is a shortfall or surplus of genuine affordable housing to provide for those households who cannot afford to meet their needs in the market. The SHMA identifies three key factors and sensitivities which need to be considered in order to put the needs identified into a real life context. these are:

- the extent to which households defined as in housing need may choose to spend more than 30% of their gross income on housing costs or may not actively seek an affordable;
 - the role of the private rented sector, supported by local housing allowance, in providing for those identified as in need; and
 - the possible future impacts of recently announced welfare reforms on need for affordable housing
- 6.6 These sensitivities are tested in the SHMA with realistic adjustments of the variables. In each case the Study shows that there remains a significant need for affordable housing.
- 6.7 It should be recognised that the assessment is a snapshot at a point in time. It is therefore particularly sensitive to the differential between housing costs and incomes at that point as well as the existing supply of affordable housing.
- 6.8 The SHMA includes an estimate of the proportion for affordable housing need that should be made through the provision of different types of affordable housing based on the available evidence. This is outlined in Table 9.

Table 9: % Net need for different types of affordable housing (2013-2018)

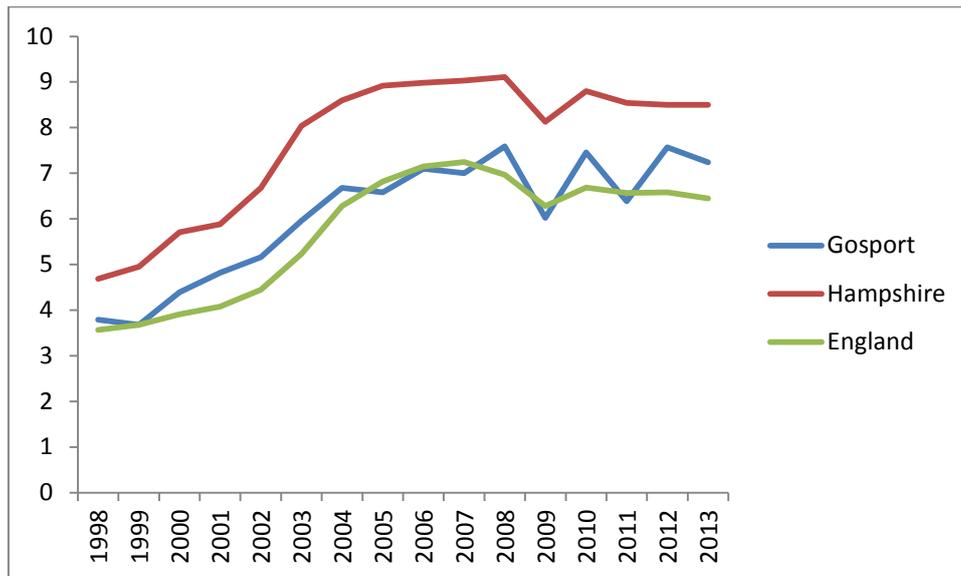
Area	Intermediate	Affordable Rent	Social Rent	Total
Southampton HMA	29.4%	19.9%	50.7%	100%
Portsmouth HMA	27.4%	14.1%	58.5%	100%
PUSH	28.4%	17.3%	54.4%	100%

Source: Housing needs analysis (GL Hearn 2014)

Affordability of housing and the overall need for affordable housing in the Borough

- 6.9 There are a number of recommended indicators relating to affordability, which are outlined below:
- Ratio of lower quartile house price to lower quartile earnings.*
- 6.10 This ratio assesses affordability for those on lower incomes including young households and first-time buyers (see Figure 2). In 1998 the ratio of the lower quartile house price to the lower quartile earnings was only 3.79 in Gosport Borough by 2008 it had reached 7.59 and narrowed slightly in 2013 to 7.24. The graph highlights that affordability is a significant issue in the Borough and England as a whole. The ratio is currently higher locally than the national average but remains consistently below the County average.

Figure 2: Ratio of lower quartile house prices to lower quartile earnings in Gosport, Hampshire and England between 1998 and 2013

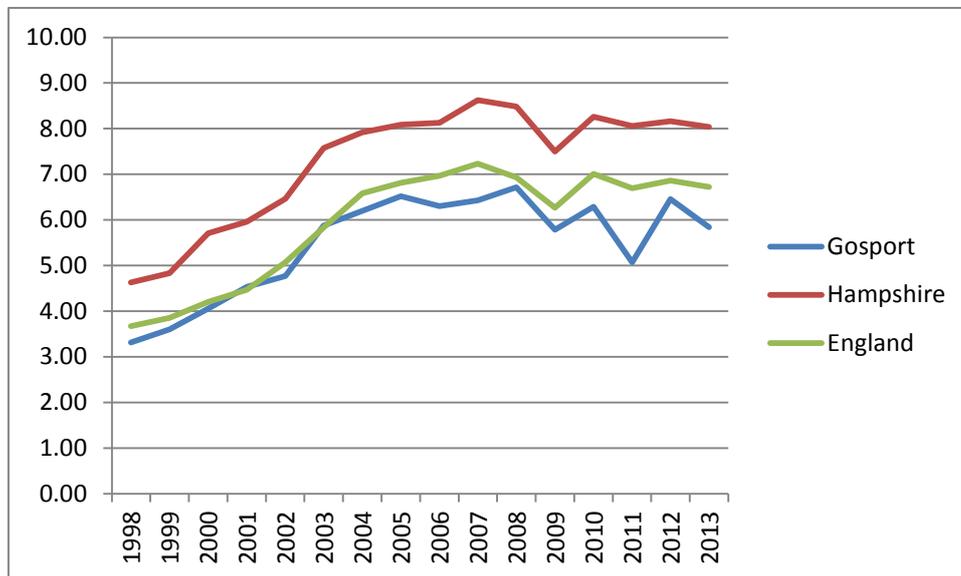


Source: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-housing-market-and-house-prices> (as available 27/6/14)

Notes: Hampshire figures excludes the cities of Southampton and Portsmouth

6.11 Similarly Figure 3 identifies the significant increase in the ratio between median house prices and median earnings rising from 3.31 in 1998 to 6.72 in 2008. The ratio in 2013 was 5.84.

Figure 3: Ratio of median house prices to median quartile earnings in Gosport, Hampshire and England between 1998 and 2013



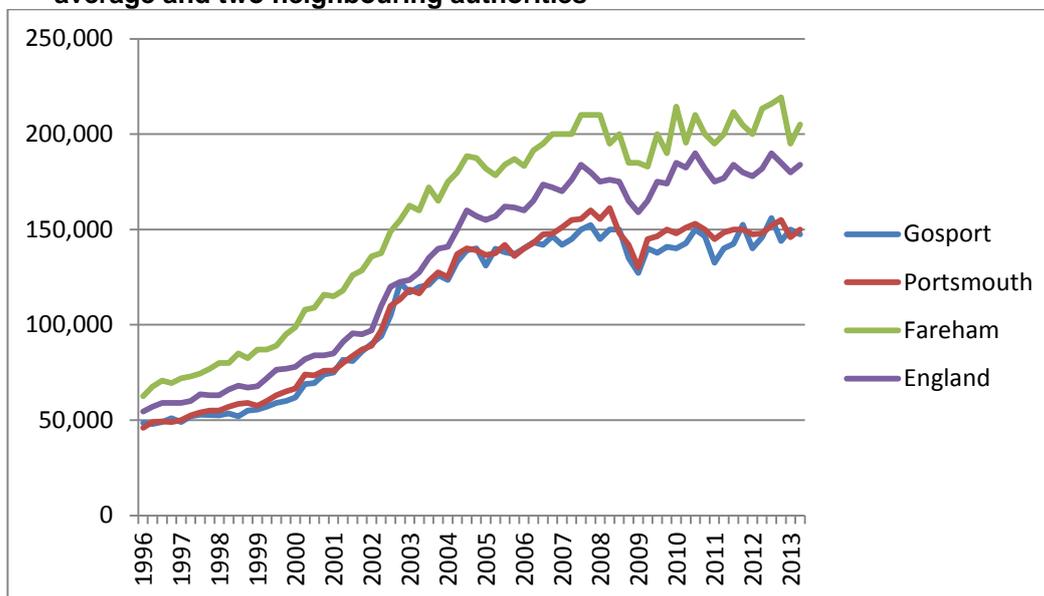
Source: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-housing-market-and-house-prices> (as available 27/6/14)

Notes: Hampshire figures excludes the cities of Southampton and Portsmouth

6.12 Figure 4 shows the way in which median house prices have increased considerably since 1996. The prices both nationally and locally experienced a fall at the onset of the credit crisis of 2007/08 and through the recession that followed prices have generally levelled out. In 2013 (2nd quarter) the median house price in the Borough was £147,500 compared with £48,500 in 1996. Over the whole period (1996-2013 2nd quarter) house prices in Gosport Borough has

increased by 204%, with a 238% increase nationally. The median house price in Gosport peaked in the last quarter of 2007 (£152,250) followed by a drop of 16% (£127,250) by the first quarter of 2009. House prices are now on the increase again (£147,500).

Figure 4: Median house price in Gosport Borough compared with the England average and two neighbouring authorities



(Source: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-housing-market-and-house-prices>)

- 6.13 Appendix X of the SHMA includes detailed information relating to the cost of affordable housing, local incomes and housing need. Some key extracts are included below. Table 10 sets out the indicative income required to purchase/rent without additional subsidy and highlights the difficulties of accessing housing when considering the income levels identified in Table 11.

Table 10: Indicative income required to purchase/rent without additional subsidy

Area	Lower quartile purchase price	Lower quartile private rent	Affordable rent	Lower quartile social rent
Gosport	£33,571	£22,000	£17,600	£14,300
Portsmouth HMA	£40,005	£23,968	£19,175	£15,445
PUSH	£42,188	£24,829	£19,863	£15,133

Source: Online Estate and Letting Agents Survey (June 2013) and CORE (GL Hearn 2014)

Table 11: Income levels by area

Income band	Gosport	Fareham (east)	Portsmouth City	Portsmouth HMA
Under £10k	6.9%	3.7%	9.3%	6.9%
£10k to £20k	29.2%	26.3%	30.0%	28.5%
£20k to £30k	19.5%	18.4%	19.6%	19.3%
£30k to £40k	13.5%	14.0%	13.8%	13.7%
£40k to £50k	10.1%	10.9%	9.1%	9.9%
£50k to £60k	5.8%	7.5%	5.1%	6.0%
£60k to £80k	6.3%	7.8%	5.7%	6.6%
£80k to £100k	4.1%	4.3%	4.1%	4.2%
Over £100k	4.6%	7.2%	3.4%	4.9%
Total	100%	100%	100%	100%
Mean	£35,434	£40,700	£32,952	£36,114
Median	£26,951	£30,956	£25,063	£27,236

Source: Derived ASHE, Experian, SHE, CACI and ONS data

- 6.14 Table 12 identifies the estimated level of housing need for the Borough (see Paragraph 6.3 for explanation) and compares this with the total Portsmouth HMA and PUSH area. The Borough's net need per annum represents 7.8% of the overall PUSH need. However for similar reasons as set out previously the figures in SHMA need to be used with caution. The table clearly indicates together with other evidence presented in this section that there is a significant need to provide affordable housing in the Borough.

Table 12: Estimated housing need (2013-36) excluding pipeline

Area	Backlog need	Newly forming house holds	Existing House Holds falling into need	Total need	Supply	Net need	Net need per annum
Gosport	544	6,946	3,119	10,609	4,609	6,000	261
Portsmouth HMA	3,682	46,945	19,702	70,329	31,602	38,727	1,684
PUSH	7,714	98,920	46,699	153,333	76,337	76,996	3,348

Source: Census 2011/CORE/Projection modelling and affordability analysis (GL Hearn 2014)

- 6.15 If the affordable housing in the pipeline (i.e those with planning permission as at 1st April 2014) is taken account this would reduce the backlog need and consequently the net need by 103 dwellings. The total net need would therefore be 5,897 dwellings representing a net need per annum of 256 dwellings.
- 6.16 The Borough Council's earlier Gosport Housing Needs Assessment (DCA 2007) has helped inform the affordable housing target and threshold for development sites and its key recommendations remain appropriate as a policy consideration notwithstanding the publication of the more recently produced SHMA. The key findings of the DCA study are set out below.
- 6.17 The report demonstrated that there was overriding need to provide more affordable housing as illustrated by the following key statements:
- the total annual affordable need before new unit delivery is significant (990 units);
 - despite the evidence of the scale of need there are wider issues to consider when setting targets such as the need to build viable, sustainable developments;
 - whilst the annual scale of affordable need is six times the average annual new unit delivery and justifies the exceptional case for a lower threshold site it is critical to test the level of increased supply which any threshold below the national minimum of 15 units would generate from a Strategic Land Availability taking viability into account;
 - the Local Plan should consider an overall affordable housing target of 40% of new units form the total of all suitable sites;
 - each site will need to be assessed individually with targets being subject to wider planning and economic viability issues; and
 - the proportion of new affordable stock should be 55% one bedroom, 35% two bedroom and 10% three or four bedroom units.
- 6.18 The Gosport Joint Housing Register gives an up to date indication of a key component of demand for social housing in Gosport. Table 13 shows the levels over recent years although importantly it is not possible to make a comparison with 2014 figures. In line with Government guidance the methodology for compiling housing registers changed earlier in 2014 requiring Councils to

rationalize their lists to include only those people that have a potentially realistic chance of receiving social housing as they meet the most relevant criteria. Accordingly the numbers on the Borough Council's register has dropped significantly but still shows a very high need for affordable housing. Indeed the 2014 figures identify that a significant core of residents have acute housing needs. It is important also to recognise that those that had been on the waiting list prior to the methodology change still have a housing need and that this will be more likely to be met through the private market.

Table 13: Gosport Borough Council's Joint Housing Register

Type	Pre-Policy Change		Post-Policy Change
	Number on Register 2012	Number on Register (25/11/13)	Number on Register (14/2/14)
1 Bed Need	1923 (53%)	2165 (55%)	769 (50%)
2 Bed Need	826 (23%)	1173 (30%)	476 (31%)
3 Bed Need	753 (21%)	458 (12%)	211 (14%)
4 Bed Need	118 (3%)	137 (3%)	92 (6%)
Total	3620 (100%)	3933 (100%)	1548 (100%)

Number may not total 100% due to rounding

6.19 The evidence clearly demonstrates that there is a significant need to provide affordable housing in the Borough.

Affordable housing mix

6.20 In terms of mix the SHMA indicates that across both the PUSH East and PUSH West areas more than three-quarters of the net affordable housing need is for homes with one or two bedrooms:

- 1-bedroom properties: 35-40%
- 2-bedroom properties: 30-35%
- 3-bedroom properties 20-25%
- 4-bedroom properties: 5-10%

6.21 This is based on a longer term view of requirements for affordable housing: it does not reflect any specific priorities such as family households in need or the impacts in the short term benefit reforms which are likely to increase for small properties.

6.22 Due to the local demographics of Gosport the SHMA indicates that whilst the requirement for market housing is similar to the PUSH area the requirement for affordable housing is for smaller housing sizes. Table 14 includes a comparison of the estimated housing for affordable/social housing for Gosport from three sources. From the various sources it is clear that the required mix of dwellings can vary over time and methodology. The way in which the Borough Council deals with this issue in terms of planning policy is outlined in Section 8.

Table 14: Potential mix of affordable/social housing required

	Gosport Housing Needs Assessment (2007)	Joint Housing Register (GBC 2014-post policy change)	SHMAA (2014) estimate for Gosport Borough (2011-2036)
1 bedroom units	55%	50%	56.7%
2 bedroom units	35%	31%	25.1%
3 bedroom units	10%	14%	16.5%
4 bedroom units		6%	1.8%

Supply of affordable housing

- 6.23 Table 15 shows the recent trends in affordable housing completions secured as part of planning permissions. The Borough Council has been consistently successful in securing 40% affordable housing on sites of 15 or more and this has normally been achieved on-site. There was a slight reduction in the proportion achieved on the Rowner Renewal scheme (37%) due to viability issues. Key sites for delivering affordable housing over recent years have included the Priddy's Hard Heritage area, the Rowner Renewal scheme and the Royal Clarence Yard development.

Table 15: Supply of affordable housing in Gosport Borough

Year	Affordable Housing Completions (Gross)
2007-08	85
2008-09	97
2009-10	5
2010-11	102
2011-12	163
2012-13	133
2013-14	8

Affordable Housing Viability

- 6.24 Gosport BC commissioned DTZ to produce the Affordable Housing Viability Assessment (2010) in order to test the Council's proposed affordable housing policy. The key questions the study asked were:
- Can 40% affordable housing be achieved through new housing development within Gosport on sites of 15 or more homes?
 - Is it viable to seek affordable housing on sites which deliver 10 or more new homes – thus reducing the affordable housing threshold to 10 units from 15?
 - How do different conditions, including house price changes, the removal of grant and increases in Section 106 contributions affect viability?
- 6.25 The conclusions of the study showed that 40% affordable housing (assuming affordable housing grant is provided) is achievable in the majority of cases. In those cases where 40% affordable housing is not viable the study suggested factors that the Council may wish to take into account specific site considerations such as:
- a deteriorating market environment/localised market conditions;
 - lack of available affordable housing grant;
 - abnormal build costs associated with the complexity/topography of the site; and
 - significant costs associated with strategic infrastructure requirements, archaeology, environment and nature conservation issues.
- 6.26 The study also concluded that due to the overriding need to provide affordable housing in Gosport the Council would be justified in lowering the threshold at which affordable housing would be sought from 15 dwellings down to 10 dwellings as there was no evidence to suggest that schemes of this size would not be viable. Lowering the threshold further than 10 units would be likely to place a significant administrative burden on the Council compared to the additional return of providing additional affordable housing units.

6.27 The Council published a CIL Viability Study (Adams Integra) in 2013 and an Addendum Report in 2014 which took on board the conclusions of the Housing Viability study and tested the assumptions on affordable housing with the introduction of Community Infrastructure Levy. This study found despite the severe economic conditions present at this time it was still possible in the majority of cases to achieve an affordable housing contribution of 40% on sites of 10 or more dwellings and for the development to remain viable.

Market Housing Mix

Mix of market housing

6.28 The SHMA Report provides the latest evidence for the PUSH area relating to the required housing mix based on the objectively-assessed need. The projections for housing mix are driven by long-term demographic factors, with the ageing population being a dominant characteristic. Over the last decade the analysis points towards a shift in the housing mix towards smaller properties, but also a growth in private renting in particular. There is potentially some case for seeking to diversify the housing mix to offer a greater supply of family homes. The mix of dwelling sizes for affordable housing is addressed in the affordable section above.

6.29 The Report states that the two PUSH housing market areas (HMAs) play a somewhat complimentary relationship to one another. In the two cores of Portsmouth and Southampton (and to a lesser extent Gosport), the housing offer is focussed towards smaller properties, serving professional, small family and student markets. The more suburban and rural areas provide 'family' offer within the PUSH area. Table 16 highlights the conclusion of the housing mix for the market sector for the PUSH area compared with the estimated market sector dwelling requirement for Gosport Borough. The specific mix at a more local level, in different authorities will need to be considered taking account of the balance of the current housing offered. This is considered in Section 8.

Table 16: Estimated dwelling requirement by number of bedrooms in the market sector (2011 -2036): PUSH area and Gosport Borough

	SHMAA (2014) conclusions for the whole PUSH area (2011-2036)	SHMAA (2014) estimate for Gosport Borough (2011-2036)
1 bedroom units	5-10%	10.3%
2 bedroom units	30-35%	36.4%
3 bedroom units	40-45%	43%
4 bedroom units	15-20%	10.3%

Overcrowding

6.30 In relation to the issue of overcrowding 4% of households are overcrowded in the PUSH area compared with 3.8% regionally and 4.8% nationally. The figure for Gosport is 3.4% (2011 Census cited by SHMA 2014).

Under occupation

6.31 In terms of households under-occupying their homes the rate for PUSH is 68% compared with a national average of 68.7%. Gosport is close to the PUSH average with 68.1% of homes under-occupied (2011 Census cited by SHMA 2014).

Vacant and second homes

- 6.32 According to the 2011 Census there are 1,282 household spaces with no usual residents in Gosport representing 3.5% of the Borough's households. This rate is lower than the national average of 4.3% but higher than the PUSH average of 3%. Across the sub-region as whole there is a total 13,589 household spaces with no usual residents across the sub-region.

Accommodation for the Elderly

- 6.33 The SHMA indicates that a particular driver of housing need over the period to 2036 will be a growing population of older persons. The number of people aged 65 and above is expected to increase by 63,000 (21%) from 2011 to 2021 in the PUSH area with further increases after that date. Such changes will see a requirement for additional levels of care/support along with the provision of some specialist accommodation in both the market and affordable housing sectors. Some issues identified include:

- Many older people will prefer to remain in mainstream housing which may require support to do so including adaptations to properties to meet their changing needs.
- Some households will be downsizing, particularly in the market sector to release equity within their homes and potentially reducing the cost of maintaining a home. This will require the provision of smaller homes in accessible locations.

- 6.34 Linked partly to the growing older population, the SHMA estimate that there will be an increase in the number of people with disabilities. Demographic projections suggest a 45% increase in the population aged 85 from 2011 to 2021 with Census data suggesting that 81% of this age group have some form of disability.

- 6.35 The need for specialist housing to meet the needs of the elderly in Gosport has been highlighted in the following documents.

- 6.36 The Gosport Housing Needs Assessment (2007) recognised levels of growth in the older population will have a direct impact on the nature of specialist accommodation requirements for older people:

- the study suggested that there will be a continued need for sheltered accommodation although some of this demand will be addressed by the flow of existing sheltered stock; and
- the study also indicated that there was need for extra care accommodation. Extra Care accommodation is housing which offers self-contained accommodation together with communal facilities in which varying amounts of care and support can be offered.

- 6.37 The Partnership for Extra Care Housing in Hampshire 2008 (HCC) report has been prepared in by Hampshire County Council in partnership with the district councils and the Hampshire PCT. It states 75 is widely recognised as key age at which chronological age and the incidence of chronic conditions that may affect mobility and the capacity for self-care begin to correlate more closely. 85 years of age is a threshold for identifying the need for higher levels of support, including admission to residential care.

- 6.38 It recognises that Hampshire will face a substantial rise in its older population with the 85+ age group increasing by 23% by 2012. This will in turn result in an increase in the number of elderly people who suffer from a range of chronic conditions associated with advanced old age. Extra Care housing provides the

opportunity for older people to have their own accommodation whilst being part of a wider support structure.

6.39 The essential characteristics of extra care housing are:

- all new build developments must be fully accessible to all people, including wheelchair users; and
- care and support services must be accessible 24 hours a day, seven days a week.

Meeting the other needs of other sections of the population

6.40 The SHMA highlights that the affordability of private market rented accommodation and the difficulties faced by certain sectors of the population to buy their first homes will be particularly growing issues. The report specifically highlights particular issues for young persons aged under 35, lone parents and the needs of certain black and minority ethnic groups. Increasing housing supply may help to improve affordability and access to home ownership over the longer term.

6.41 The needs of gypsies and travellers are considered in the Gypsy and Travellers Background Paper and is supported by specific evidence studies.

7 Consultation

Main Consultations to date including:

- Consultation at each plan-making stage:
 - Gosport Borough Local Plan 2011-2029: Consultation Draft (Dec 2012- Feb 2013);
 - Core Strategy : Preferred Options (GBC December 2009);
 - Core Strategy: Issues and Option (GBC December 2006);
 - The Community Strategy and Local Development Framework: Make Your Mark December 2006 events (held in December 2006 Gosport Partnership); and
- On-going meetings with key stakeholders

7.1 In relation to the consultation in the more detailed policies contained in the Consultation Draft of the Gosport Borough Local Plan 2011-2026 a number of issues were raised regarding the type and mix of housing which are set out below.

Affordable Housing

7.2 The proposed requirement of 40% affordable housing in the emerging Local Plan has been supported by PUSH. The only other comment on the affordable housing was made from a developer which recognised the need of affordable housing but that there is a need to consider viability. The issue of viability is considered in the following section.

7.3 No objections received to the principle of affordable housing, the proposed proportion of affordable housing per se nor the threshold at which it is required (i.e. 10 dwellings).

Mix of housing

7.4 No comments were received regarding the Borough Council's proposed approach to the mix of housing sizes.

Accommodation for the elderly

- 7.5 Hampshire County Council support the Borough Council's approach to housing including the provision of extra care housing and the further reference in the supporting text regarding the role that extra care housing can play in meeting the demand for specialist housing to accommodate the Borough's increasing number of elderly residents. The County Council add that the Borough Council may wish to consider the provision of Extra Care housing to be secured as part of the affordable proportion on prospective market housing schemes.
- 7.6 The other comment received on this matter has been from a housing developer that specialises in residential accommodation for the elderly. They commend the Council's positive response to the issue of an ageing demographic profile. They add that whilst this policy commits to meeting the varying housing needs of the elderly within the Borough, but suggest that the policy wording could be more proactive in actually encouraging such provision.
- 7.7 However the Borough Council does not consider it necessary to specifically encourage applications for elderly accommodation. It is clear from the Policy and supporting text that accommodation in the Borough is required and will be considered favourably providing it meets other policy requirements.

8 Consideration of Issues

The need to ensure the Borough adopts a realistic and viable target for affordable housing

- 8.1 Evidence in the South Hampshire SHMA and the Council's earlier Housing Needs Study highlights that the scale of affordable housing required will not be met by the proposed level of housing identified in the Borough. It is therefore necessary to include a target in the Local Plan. A 40% target has been established in the adopted Gosport Borough Local Plan Review and has been achievable on most development sites that meet the threshold (currently 15 dwellings or more). This target has been considered to be a reasonable target by the DCA Housing Needs Study and the later DTZ Housing Viability Study also accepted that the 40% was a realistic and viable target although there may be viability issues on sites with particular constraints.
- 8.2 The threshold of 10 dwellings was recommended by the earlier DCA Housing Needs Study due to the scale of demand, and this level has been deemed to be viable in the latest viability study. The DTZ Study also recommends that a 10 or more dwelling site threshold to require the 40% affordable housing was appropriate. Consequently the 40% target and 10 dwelling threshold has been incorporated in the Council's emerging housing policy whilst accepting that due to viability consideration this may not always be achievable. In such cases the developer would need to provide appropriate evidence to the Borough Council. This policy was subject to consultation as part of the earlier version of the Local Plan (December 2012) and has highlighted the target and threshold did not receive any objections in principle.
- 8.3 The 40 % target also accord with the ranges set out in the PUSH South Hampshire Strategy and have been supported by PUSH as part of the earlier local plan consultation.
- 8.4 The Borough Council is therefore maintaining the 40% target in the Publication version of the Local Plan and this has been supported by further evidence. As part of producing a Charging Schedule for the Community Infrastructure Levy the Borough Council commissioned a Viability Study (Adams Integra 2013 &

2014). This Study has taken into account the proposed affordable housing threshold and this has influenced the suggested levels for CIL. Consequently at this stage a Community Infrastructure Levy together with the policy requirement for affordable housing is considered viable for residential development in most parts of the Borough and that the affordable housing element has had a subsequent effect on reducing the amount of CIL payable. As stated previously the emerging Policy allows a no or a lower provision of affordable housing subject to the appropriate evidence being supplied by the developers. Overall it is considered the affordable housing in the emerging Local Plan provides sufficient flexibility where there are viability and deliverability issues.

The need to ensure an appropriate mix of market and affordable housing in terms of number of bedrooms

- 8.5 In terms of the format of affordable housing it is acknowledged that this will change over time due to the changing ratio between income levels and house prices as well as issues relating to availability of finance, welfare reforms and other such issues. Consequently it is not proposed to fix a rate or even a range of affordable housing formats in the housing policy; instead the latest evidence is provided in the justification text as a guide, although it is acknowledged that this may change. The proposed text reads:

Affordable housing can be made met by a variety of formats and the PUSH SHMA (2014) identifies a requirement for the following types in Gosport:

- *28% Intermediate housing – assigned to households who can afford a housing cost at or above 80% of market rents but cannot afford full market costs.*
- *15% Affordable Rent –assigned to households who could afford a social rent without the need to claim benefit to afford an Affordable Rented home (priced at 80% of market rented costs)*
- *57% Social Rent – households who would need to claim housing benefit regardless of the cost of the property.*

The need to ensure an appropriate mix of market and affordable housing in terms of number of bedrooms

- 8.5 As evidenced previously there is some variability relating to the mix of house sizes required at a given point in time. Consequently the required mix is likely to vary over the remainder of the Plan period. For this reason it is proposed not to include a specific mix in the Local Plan housing policy but instead ensure the mix reflects the latest evidence that is available at the time of the proposal taking into account advice given from the Council's housing officers.

- 8.6 It is proposed that the Plan includes an indicative range of house sizes based on the latest evidence which will enable some flexibility over time and for the mix to suit the characteristics of a particular site or location. Table 17 compares the suggested figures with the various evidence sources identified previously. All three sources are included within the proposed ranges.

Table 17: Comparison of suggested mix of affordable housing mix with evidence sources

	Gosport Housing Needs Assessment (2007)	Joint Housing Register (GBC 2014-post policy change)	SHMA (2014) estimate for Gosport Borough (2011-2036)	Proposed GBC Local Plan mix included in justification text
1 bedroom units	55%	50%	56.7%	45-60%
2 bedroom units	35%	31%	25.1%	25-35%
3 bedroom units	10%	14%	16.5%	10-20%
4 bedroom units		6%	1.8%	1-10%

- 8.7 For similar reasons guidance is given in the justification text rather than the policy in the emerging Local Plan for the potential mix of market housing. Table 18 compares the suggested figures with the evidence. Again a range is provided to enable flexibility over time and in relation to site characteristics.

Table 18: Comparison of suggested mix of market housing mix with evidence sources

	SHMAA (2014) conclusions for the whole PUSH area (2011-2036)	SHMAA (2014) estimate for Gosport Borough (2011-2036)	Proposed GBC Local Plan mix included in justification text
1 bedroom units	5-10%	10.3%	5-15%
2 bedroom units	30-35%	36.4%	30-40%
3 bedroom units	40-45%	43%	40-45%
4 bedroom units	15-20%	10.3%	10-15%

The need to ensure that accommodation is available for those with specific needs

- 8.8 It is clear from the evidence that an ageing population will require that more mainstream homes are adapted to make them accessible as their occupants grow older. Many such adaptations are also beneficial for others in society including young people with particular disabilities as well as those people using pushchairs.
- 8.9 The Government's draft Review of Housing Standards¹⁹ has implications on the continued use of the widely accepted Lifetime Homes Standards as a policy requirement. Instead the Government is considering the incorporation of enhanced accessibility and adaptability measures into the Building Regulations and/or a new optional higher national standard on accessibility and adaptability yet to be devised. Hence it is not considered appropriate for Lifetime Home standards to be incorporated into the Local Plan.
- 8.10 The Borough Council considers that accessibility and ensuring that homes are adaptable through a person's life are important issues for the quality of life of local residents. Consequently it is proposed that Plan sets out these factors as key design principles within the Local Plan. The emerging Design Policy in the Local Plan requires that buildings and the wider developments are accessible to all and are adaptable. Further details are set out in the Council's Design Guidance SPD.

¹⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/230250/1-Housing_Standards_Review_-_Consultation_Document.pdf

- 8.11 In relation to extra-care housing, in response to Hampshire County Council's comments to the Consultation version of the Local Plan the justification text make reference that in certain instances it will be appropriate to secure 'extra care provision as part of the affordable housing requirement for a residential site.
- 8.12 The County Council and the Borough Council will work in partnership to identify suitable opportunities for the development of both new build and enhanced schemes. For example Hampshire County Council in partnership with Gosport Borough Council has been active in providing additional extra care housing with the Juniper Court scheme in Bridgemary which opened in 2011 providing for 50 extra care units.

Gypsies and travellers

- 8.13 Further consideration of the housing needs of gypsies and travellers is contained within the Gypsy and Travellers Background Paper.

Self-build housing

- 8.14 The Borough Council keeps a register of interest of those individuals or groups who express an interest in constructing self-build properties. This will help the Borough Council ascertain the level of demand for this type of development, which is strongly encouraged by the Government. To date the Borough Council has not received any interest. The emerging housing policy (LP24) encourages a mix of dwellings and the justification text specifically mentions that the Borough Council will favourably consider self-build residential schemes. To date as there has been no demonstrable demand it would be difficult to justify a specific policy provision requiring developers to make plots available for self-build. If a need is established during the Plan period it may be necessary to review this element of the policy and/or produce a supplementary planning document.

Key definitions: taken from the South Hampshire Strategic Housing Market Assessment (GL Hearn Jan 2014)

Affordable housing: Affordable housing is defined in the NPPF as social rented, affordable rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. The NPPF states that affordable housing should:

- *Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices;*
- *Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.*

Social rented housing: Defined as rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency as a condition of grant.

Affordable rented housing: Defined as rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80 per cent of the local market rent.

Intermediate housing: Intermediate housing is housing at prices and rents above those of social rent, but below market price or rents. These can include shared equity products (shared ownership and equity loans), other low cost homes for sale and intermediate rent but does not include affordable rented housing.

Housing Need: Housing need is defined as the number of households who lack their own housing or who live in unsuitable housing and who cannot afford to meet their housing needs in the market.

Newly-Arising Need: Newly-arising (or future) need is a measure of the number of households who are expected to have an affordable housing need at some point in the future.

Affordability: The affordability of market housing is assessed by comparing household incomes, based on income data modelled using a number of sources including CACI, ASHE, the English Housing Survey (EHS) and ONS data, against the cost of suitable market housing (to either buy or rent). Separate tests are applied for home ownership and private renting (in line with the 2007 SHMA Guidance) and are summarised below:

- *Assessing whether a household can afford home ownership: A household is considered able to afford to buy a home if it costs 3.5 times the gross household income – CLG guidance suggests using different measures for households with multiple incomes and those with a single income, however (partly due to data availability) we have only used a 3.5 time multiplier for analysis. This ensures that housing need figures are not over-estimated – in practical terms it makes little difference to the analysis due to the inclusion of a rental test (below) which tends to require lower incomes for households to be able to afford access to market housing;*
- *Assessing whether a household can afford market renting: A household is considered able to afford market rented housing in cases where the rent payable would constitute no more than 30% of gross income. CLG guidance suggests that 25% of income is a reasonable start point but suggests that a higher figure could be used. A sensitivity analysis is also provided using 30%.*

It should be recognised that a key challenge in assessing housing need using secondary sources is the lack of information available regarding households' existing savings. This is a key factor in affecting the ability of young households to purchase housing, particularly in the current market context where a deposit of at least 10% is typically required for the more attractive mortgage deals. However in many cases households who do not have sufficient savings to purchase have sufficient income to rent housing privately without financial support.

Supply of Affordable Housing: An estimate of the likely future supply of affordable housing is also made (drawing on secondary data sources about past lettings). The future supply of affordable housing is subtracted from the newly-arising need to make an assessment of the net future need for affordable housing.

Appendix 1 PUSH Housing Strategy Priorities (where particularly applicable to the Local Plan)

How the priority will be addressed	How the barriers will be tackled
<i>Priority 1: To support economic growth by increasing the supply of housing to deliver a balanced housing market including family and affordable homes</i>	
<p>Increasing the overall supply of housing across all tenures, including affordable housing, and looking to develop further the intermediate housing market.</p> <p>This includes promotion of more family homes, and providing the right accommodation to attract higher income and skilled households to the PUSH area to drive economic growth.</p> <p>Delivering the PUSH housing figures through use of Strategic Development Areas (SDAs) and Urban Extensions and through maximising the use of brownfield sites and regeneration e.g. Rowner.</p> <p>Getting the right mix and type of housing (development matched to local requirements not just number driven developments).</p> <p>Promote family housing to encourage the creation of mixed communities.</p> <p>Ensure sufficient affordable housing is provided to close the gap between demand and supply.</p>	<p>By removing infrastructure barriers, setting clear commitments to infrastructure provision, and forming an effective body to lobby for sufficient resources to deliver these infrastructure requirements.</p> <p>By engaging with local communities and having political leadership and commitment to the delivery of new housing, and improving communication between all parties concerned.</p> <p>We need to demonstrate how new homes are for the benefit of all local people, and how they will contribute to a sustainable and prosperous South Hampshire.</p> <p>We will need to improve the understanding of housing needs and issues amongst a broader range of Council members and officers, and communicate these needs and issues to the wider local population.</p> <p>Barriers need to be broken down between developers and local authorities so that both parties have a better understanding of the pressures that each faces in achieving their objectives, e.g. why the authority is after a specific mix of housing, or what the viability issues are from a developer's perspective that could make a scheme unworkable.</p> <p>By influencing the housing type and mix in new developments and ensuring new housing is delivered in sustainable locations, and offers a wider choice to those in need of housing.</p> <p>By looking to promote intermediate housing solutions.</p> <p>Through progressing individual LA Local Development Frameworks (LDFs) in a co-ordinated way and consistent with housing needs and priorities.</p> <p>Through the use of a Local Delivery Vehicle to help increase supply.</p> <p>By reviewing existing affordable housing policies across the sub-region and where appropriate promoting a common affordable housing.</p>

	<p>Influence the housing type and mix in new development and ensuring new housing is delivered in sustainable locations with a wider choice to those in need of housing.</p> <p>Review extra housing policies across the sub region; where appropriate provide a common framework to deliver more affordable housing.</p>
<i>Priority 2: To improve the condition and management and make better use of the existing housing stock</i>	
<p>Reducing the number of Empty Homes in the sub-region, and looking at how this will contribute to improvement to the overall condition of the housing stock.</p> <p>Offering more housing choice by providing a range of tenure options e.g. rent, shared ownership etc.</p>	<p>Improving the quality of new build smaller dwellings, to ensure that they meet need, and are provided in sustainable locations where existing support structures are in place.</p> <p>Carrying out regular reviews of housing provision, and using existing assets more effectively to meet the future housing need e.g. remodelling unpopular or outdated sheltered accommodation, and replacing with extra care facilities or use of land asset to meet wider housing need.</p>
<i>Priority 3: To drive long term economic prosperity through the principles of sustainable development</i>	
<p>Ensure developments meet the aims of the PUSH Sustainability Plan.</p> <p>Creating places which are pleasant where people want to live and promote quality of life to ensure sustainable communities.</p>	<p>Ensure that housing is provided as part of a wider range of community facilities e.g. health, transport, education and leisure.</p> <p>Link housing development with potential regeneration opportunities to try and reduce polarisation of disadvantage in the sub-region.</p> <p>Ensure that any new housing development will be carefully planned.</p> <p>Produce a list of large strategic sites to deliver the PUSH vision.</p>
<i>Priority 4: To meet the needs of everyone including homeless and vulnerable groups</i>	
<p>To continue to address the needs of older people in the subregion, a long term issue for the sub-region as identified in future demographic progressions.</p>	<p>To continue to address the needs of all client groups including young people, older people and BME in the sub-region through the two unitary authorities' and the County's Supporting People Strategies.</p> <p>By reducing the numbers in temporary accommodation in line with 2010 CLG target.</p> <p>By developing a range of options for meeting the housing needs of the elderly i.e. promoting independent living, this includes extra care housing provision and telecare.</p>

Appendix 2: Characteristics of the local housing stock

Households and tenure profile

The SHMA sets out a detailed analysis of the stock with further details set out in the Sustainability profile. The salient points in relation to Gosport are set out below:

- Gosport has 35,430 households (8% of the PUSH total)
- Gosport has a higher proportion of dwellings within the public sector (19.2%) than the averages for the core PUSH area (17.9%), the regional average (14%) and the national average (18%).
- Most of the public sector stock is controlled by the local authority and housing associations
- There is a sizeable proportion with MoD control (approximately 1,000 dwellings), which is a significantly higher proportion than other PUSH authorities
- 80.8% of the stock is in the private sector
- 65.2% of the total stock is owner-occupied.

The SHMA states that private renting has been the key growth sector in the housing market across the PUSH area over the past decade. This sector represents the largest sector in terms of additional households with Borough between 2001 and 2011.

In terms of owner occupied dwellings Gosport had the largest increase in the number of units over the 2001-2011 when compared with the other core PUSH authorities, albeit from a lower base.

House types

Key points include

- Gosport has one of the highest proportion (2nd highest of terraced housing (36.6%) when compared with the other PUSH authorities)
- It also has the third highest proportion of flatted development

House sizes

Across the PUSH area the current stock is as follows:

Dwelling size	% of completions
One-bed	12.9%
Two-bed	26.6%
Three-bed	41.6 %
Four or more bed	18.7%

The housing offer in Gosport together with the two cities is focussed more towards smaller properties with only 58.4% of dwellings with three or bedrooms.

Over the period 2002-2012 the profile of dwelling completions in the PUSH area has significantly focussed towards one- and two- bed properties. The completions across PUSH are:

Completions by bed-size across the PUSH area

Dwelling size	% of completions
One-bed	24.5%
Two-bed	46.8%
Three-bed	17.9%
Four or more bed	10.7%

Thus comparing the two tables there has been a significant shift towards building smaller properties over the past decade when compared with the overall stock, although more recently there has been a gradual increase in the proportion of three-bed or more dwellings.

Overcrowding

The SHMA includes an assessment of overcrowding²⁰ with a slightly higher level of overcrowding in 2011(4.0%) than the South East (3.8%) but lower than the national average (4.8%).

Alternatively overcrowding can be identified by using the room-standard. The national average using this measure is 8.7% in 2011 up from 7.1% in 2001. This represents an increase of 32.3% in the number of overcrowded households. By this measure 6.2% of the households in Gosport are overcrowded up from 4.8% in 2001. This is an increase of 691 households (an increase of 45.7%). So whilst lower than the national average the rate of increase has been higher. This is also the case in most other PUSH districts.

Under-occupying

The SHMA Report identifies that 68.1% of the households are under-occupied which is close to the national average of 68.7% and the PUSH average of 68%.

Vacant and second homes

The 2011 Census indicated that there were just over 13,500 vacant and second homes in the PUSH area (equivalent to 3% of the dwelling stock. Interestingly Portsmouth and Gosport had higher levels with 3.6% and 3.5% respectively. This represents 1,282 household spaces with no usual residents in Gosport Borough.

²⁰²⁰ This is based on the 'bedroom standard'. This is defined by the difference between the number of bedrooms needed to avoid undesirable sharing (given the number, ages and relationships of the household members) and the number of bedrooms available.

Appendix 3: Note of planning inspector advisory meeting with Gosport Borough Council, 30 Jan 2014

Present: Linda Edwards (Deputy Chief Exec); Chris Payne, Jayson Grygiel (Planning Policy team)

The Council has prepared a Pre-Submission Local Plan which it had hoped to submit for examination in about May 2014. However, because a new Strategic Housing Market Assessment (SHMA) for the Partnership for Urban South Hampshire (PUSH) has just been published (end of January 2014), plan submission could be delayed. The Council sought the advisory meeting to discuss (i) the duty to co-operate and (ii) housing supply issues. From reading the draft plan, it is clear that these are challenging issues for Gosport.

Gosport has prepared its plan on the basis of meeting housing figures which are consistent with the informal sub-regional plan, South Hampshire Strategy 2012, prepared by all the PUSH authorities. This identified a need for 55,600 new homes 2011-26 whereas the new SHMA, carried out by GL Hearn & Partners and based closely on good practice in accordance with the NPPG, recommended a target of 62,400 with additional homes beyond 2026 to 2029. Gosport BC, and the G L Hearn report, suggest that it could take 2 years to revise the South Hampshire Strategy in the light of the new housing need evidence. The Council wishes to submit its Local Plan sooner than that.

Gosport has a good record of housebuilding, having regularly exceeded earlier housing targets in recent years. However, the area is heavily constrained: limited land area with sea on 3 sides; MOD currently owns 21% of land in the Borough and the release of MOD land is a major determinant of housing land supply; significant areas of land within flood zone 3; internationally significant habitats and SSIs are present; retention of employment sites is important to restrict high levels of outward commuting and traffic congestion from the peninsula.

Neighbours – Portsmouth and Fareham - have plans adopted in 2011 with housing figures which arguably should be raised to meet the revised SHMA numbers. A development site north of Fareham, at Welborne, is already planned in Fareham CS to accommodate a new community with 6,500 new homes to meet sub-regional housing needs.

There is a good, established record of co-operation in the locality because of PUSH, and Gosport did not anticipate opposition from its neighbours when draft its Pre-Submission Plan. However, this may change now that the results of the updated SHMA are available. In order to satisfy the duty to co-operate and meet the objectively assessed need for housing in the HMA, the following possible lines of action were discussed:

- Securing a memorandum of agreement with neighbouring LPAs and other prescribed bodies as to how the necessary uplift of housing is to be achieved;
- Revisiting the SHLAA and other housing supply evidence to ensure that Gosport is promoting every possible opportunity for meeting higher housing figures (if spread evenly across the HMA, a roughly 10% increase is needed), especially in the short term;
- Ensuring that the evidence related to constraints on the supply of new housing sites in Gosport is very rigorous and robust;
- Considering with neighbouring LPAs the scope to enlarge the allocation at Welborne, which had earlier been considered as suitable for 10,000 new homes;

- Committing to an early review of the Local Plan to take on board an updated South Hampshire Strategy which would reflect the new SHMA evidence.

I encouraged an early submission of a Local Plan, providing neighbours will not be opposing it on duty to co-operate grounds or be critical of its housing targets; and providing the NPPF para 47 is properly addressed. Early submission, even if an early review is needed, would be more consistent with national policy than holding back for 2 years waiting for PUSH to complete further planning, and would make more effective use of resources and work carried out so far.

Gosport is progressing its CIL schedule and hopes to submit a charging schedule simultaneously with its Local Plan for examination.

Jill Kingaby
(Inspector)

Appendix 4: Evidence Studies and References

National Guidance

Department for Communities and Local Government (DCLG) (2012) - National Planning Policy Framework

www.gov.uk/government/publications/national-planning-policy-framework--2

Department for Communities and Local Government (DCLG) (2008) - Delivering Lifetime Homes, Lifetime Neighbourhoods : A National Strategy for Housing in an Ageing Society

www.housinglin.org.uk/library/Resources/Housing/Support_materials/Other_reports_and_guidance/deliveringlifetimehomes.pdf

Sub Regional Documents

DTZ and Oxford Economics (2010)- PUSH Economic Development Strategy Preferred Growth Scenario

http://www.push.gov.uk/pos-101109-r02-bto-amm-appendix_d.pdf

GL Hearn for Partnership for Urban South Hampshire (PUSH) (Jan 2014) – South Hampshire Strategic Housing Market Assessment Final Report

www.gosport.gov.uk/localplan2029-evidencestudies

GL Hearn for Partnership for Urban South Hampshire (PUSH) (Jan 2014) – South Hampshire Strategic Housing Market Assessment Final Report: Appendices

www.gosport.gov.uk/localplan2029-evidencestudies

Partnership for Urban South Hampshire (PUSH) (2012) – South Hampshire Strategy Framework

www.push.gov.uk/south_hampshire_strategy_-_updated_dec_2012.pdf

Partnership for Urban South Hampshire (PUSH) (Oct 2012)- South Hampshire Strategy

‘Employment Floorspace and Housebuilding Provision Figures http://www.push.gov.uk/pjc-121002-amo-r03-app_e.pdf

Partnership for Urban South Hampshire (PUSH) Ecorys - South Hampshire Housing Market - Annual Market Monitoring Report 2011

www.push.gov.uk/pjc-120705-bco-r07-app_a.pdf

Partnership for Urban South Hampshire (PUSH) (2008) - Affordable Housing Policy Framework

www.push.gov.uk/pjc-080128-r02-bco-rjo.pdf

Partnership for Urban South Hampshire (PUSH) (2008) - Sub-Regional Housing Strategy : Homes For Growth 2007-2011

www.push.gov.uk/sub-regional_housing_strategy_-_homes_for_growth.pdf

Local Planning Documents

Gosport Borough Council - Annual Monitoring Reports

www.gosport.gov.uk/annual-monitoring-report

Gosport Borough Council / DCA (2007) - Housing Needs Assessment

www.gosport.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=10433

Gosport Borough Council / DTZ (2010) - Affordable Housing Viability Assessment

www.gosport.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=24256

Gosport Borough Council (2006) – Gosport Borough Local Plan Review

www.gosport.gov.uk/localplanreview

Gosport Borough Council (2009) – Corporate Plan 2009-2012

www.gosport.gov.uk/EasysiteWeb/getresource.axd?AssetID=15219&type=full&servicetype=Attachment

Gosport Borough Council - Housing Strategy for Older People in Gosport 2009-2011

www.gosport.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=17045

Other documents

Hampshire County Council- The Hampshire Supporting People Strategy 2005 – 2010

<http://www.ability-housing.co.uk/wp-content/uploads/Hampshire-SP-Strategy-2005-2010-pictorial.pdf>

Hampshire County Council (HCC) (2008) - The Partnership for Extra Care Housing in Hampshire

www3.hants.gov.uk/extra_care_final_08.01.09.doc

JG Consulting (July 2014) - Analysis of Objectively Assessed Need in light of 2012-based Subnational Population projections www.gosport.gov.uk/localplan2029-evidencestudies

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