

An illustration of a diverse community in a park setting. From left to right: a person sitting on the ground, a person in a yoga pose, a person in a wheelchair, a person walking with a cane, a person using a walker, a person sitting on a bench, and a person riding a bicycle. There are several stylized green trees interspersed among the figures.

better homes • better places
EAST HAMPSHIRE LOCAL PLAN 2021-2040

ISSUES AND PRIORITIES REGULATION 18 - PART I
21 NOVEMBER 2022 TO 16 JANUARY 2023



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Introduction

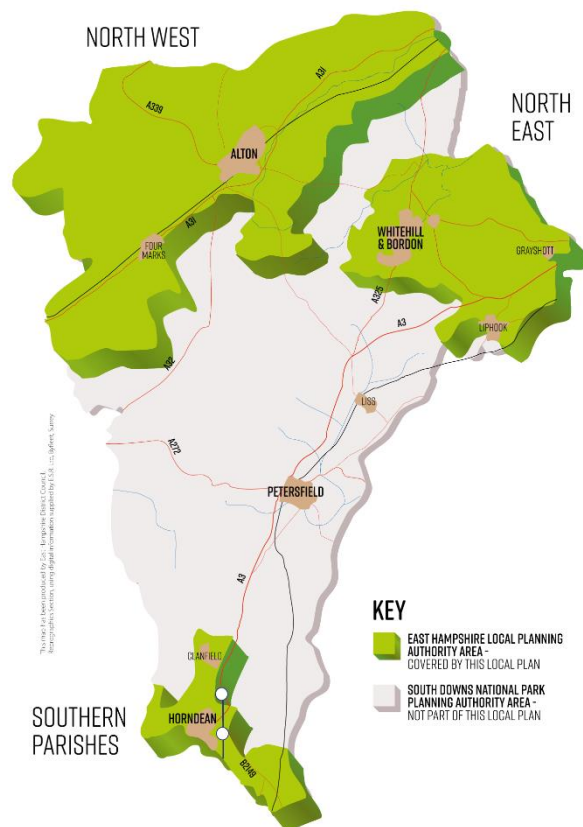
Our new Local Plan will ensure that we deliver the required housing, alongside the jobs, and supporting community infrastructure and services in a way that is appropriate for the rural nature and historic character of East Hampshire. We want the best quality homes to be built in the best places, to meet all the needs of our residents in the most sustainable way possible. We want our new Local Plan to be as proactive as possible in meeting the challenges of the climate emergency and to ensure any development is as sustainable as possible.

The new Local Plan will do this not only by setting out the distribution of new development across the district but also by setting out a number of policies to help guide the details of new development proposals.

Background

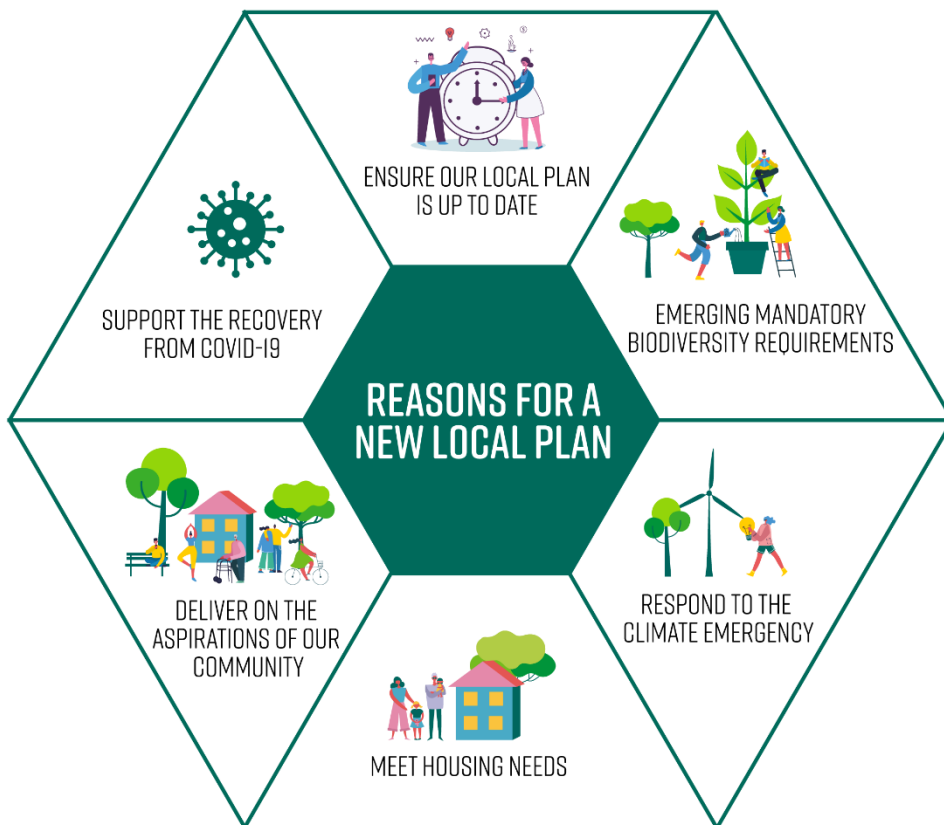
In 2018, East Hampshire District Council (EHDC) began reviewing its Local Plan. This will provide a policy framework for planning and development for the areas of the district where the council is the Local Planning Authority (LPA).

For more than half of the district, the LPA is the South Downs National Park Authority (SDNPA). The SDNPA has therefore prepared a Local Plan that will cover the parts of the district that lie within its area. The [South Downs Local Plan](#) was adopted in 2019, however, in May 2022, the SDNPA agreed to review its Local Plan.



There has already been extensive [evidence base gathering](#) to support the emerging Local Plan, as well as [two early-stage consultations](#) in 2019.

The intention was to proceed with the next stage of plan making – formal consultation on the pre-submission version of the Local Plan during 2022. However, it became evident that due to various factors and the potential impact these would have on the Local Plan, a decision was made to reset the preparation of the Local Plan in May 2022 and consider further early engagement on the matters that are important to East Hampshire.



What is the purpose of this consultation?



We are seeking comments and information on the key issues and priorities that should be addressed in the new Local Plan.

This document does not include any preferred planning policies or proposals, we are simply asking a range of questions and identifying options on how the key issues should be addressed within East Hampshire over the course of the plan.

All feedback will help inform the next version of the Local Plan (Regulation 18 – Part 2) which will include the development strategy, allocate the sites to deliver the strategy and will also include policies to inform the location and type of development, and other matters such as the built and natural environment, infrastructure, design etc.

The Plan Period

Government guidance requires the strategic policies in a Local Plan to look ahead over a minimum 15-year period.



Local Plan Period = 2021- 2040

The plan period for the new Local Plan has therefore been set as 2021 to 2040. The start has been revised to update parts of the evidence and undertake further early-stage consultation. It is anticipated that the new Local Plan will be adopted in 2025, therefore the end date will be 2040, to allow for the 15 years from adoption.

How to Respond

This Issues & Priorities consultation is available for public consultation for a period of eight weeks between 21 November 2022 and 16 January 2023. Although these documents only normally need to be consulted for a period of six weeks, we have extended due to the festive period and in order to maximise engagement.

There are a series of consultation questions throughout the document and on our dedicated [digital engagement platform](#).

Your responses to the questions can be submitted through the [digital engagement platform](#).

Alternatively, responses can be sent to us:

By email: localplan@easthants.gov.uk

By writing to: Planning Policy
East Hampshire District Council,
Penns Place,
Petersfield,
Hampshire,
GU31 4EX

Please do not resubmit comments made before, particularly about topics and sites that aren't included in this consultation. This consultation does not include proposed development sites or detailed planning policies.

All submitted representations will be made public and personal information will be removed in accordance with the Council's Planning Policy Service [privacy notice](#). Comments will be able to be viewed by others.

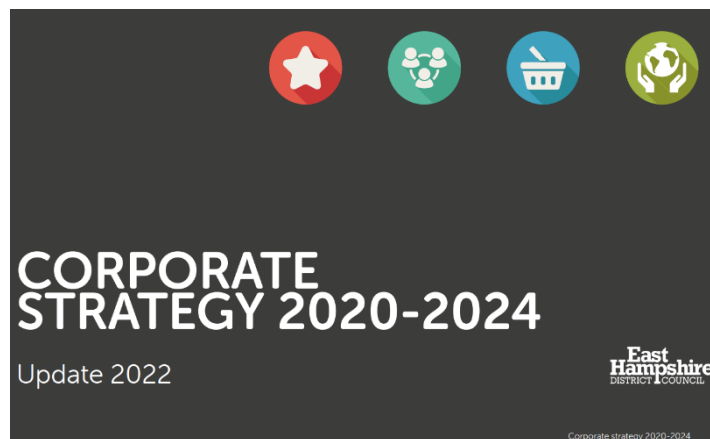
If you need this consultation document in an alternative format, please contact us.

Corporate Strategies

Corporate strategies are documents agreed by the Council which set out ‘the bigger picture’ for the district looking ahead, either as a whole or more focussed, on specific topics.

The following lists those corporate strategies for East Hampshire which are relevant to the preparation of the Local Plan.

[Corporate Strategy 2020-24](#)



Themes include:

- A safer, healthier and more active East Hampshire
- A thriving local economy with infrastructure to support our ambitions
- An environmentally aware and cleaner East Hampshire

[Climate and Environment Strategy 2020-2025](#)

This strategy includes the following vision:

East Hampshire District Council will make operations net-zero as soon as reasonably practicable or in any case by 2050. We will work with relevant agencies, partners and communities and lobby government to support this ambition.

We will work with our residents, community groups and enterprises towards making East Hampshire a carbon neutral district. We want the district to deliver its part in the wider county, national and international commitments on reducing emissions, and to prepare for the impacts of climate change.

We want to achieve an environmentally sustainable future, to support the local economy and communities. We will work to improve health and wellbeing so that we live in harmony with nature.

With the following strategic objectives:

Strategic objective 1. Climate

To reduce carbon emissions in line with the Climate Change Act 2008 to be net-zero by 2050 for all Council services, whether they are delivered by us, or through a partnership. More than this, we will use our mandate as a local authority to ensure sustainable development and support our residents and enterprises to reduce carbon emissions to net-zero by 2050.

Strategic objective 2. Environment

To protect, improve and enhance our natural environment locally for biodiversity net gain. The ecosystem services provided by the natural environment is our life-support system. We will work in collaboration to enable everyone to play a part in improving biodiversity, air and water quality.

[Welfare and Wellbeing Strategy 2020-2024](#)

Key priorities include:

- Delivering physical and mental wellbeing
- Supporting an ageing population
- Improving community connectivity and sense of place

[Enhance East Hampshire Place-Making Strategy 2019 -2036](#)

Introduces place-making interventions for:

- Alton
- Whitehill and Bordon
- Petersfield (within South Downs National Park (SDNP))
- Southern Parishes

Which focus on the following:

- Strengthening identity and sense of place
- Improving public realm
- Improving connectivity through walking, cycling and wayfinding routes

Statutory Requirements

Various regulations cover how a local plan should be prepared and its content.

The [National Planning Policy Framework \(NPPF\)](#) sets out the Government's national policy guidance on planning. The Local Plan must be prepared to be consistent with the NPPF, take account of supporting [Planning Practice Guidance \(PPG\)](#) and be mindful of emerging guidance and potential changes to the planning system.

Part of the legal compliance requirements cover the need for various assessments on sustainability and habitats regulations and the need to demonstrate that the Council has complied with the Duty to Cooperate.

In terms of the sustainability appraisal, strategic environmental assessment and habitats regulation assessment this will be prepared alongside the emerging Local Plan, to show how the options perform and which one is best suited to enable the Local Plan to deliver its vision and objectives. This will help to identify the preferred options that are then incorporated into the Local Plan. A scoping report has been prepared which provides baseline information on the environmental, social and economic characteristics of the area to be covered by the Local Plan, but this information will be updated to inform future appraisals.

There is also a requirement for Local Planning Authorities (LPA) to engage constructively, actively and on an ongoing basis on certain cross boundary matters with other Councils and organisations – this is known as the Duty to Cooperate. The Council has existing relationships with our neighbouring authorities and this helps us to agree cross boundary issues such as housing numbers and infrastructure provision, these discussions will continue.

Vision



To provide clarity on the type of place East Hampshire is anticipated to be, and what it will seek to achieve from development, the Local Plan should set out a vision. The vision should be ambitious, but achievable.

The purpose of the vision is to articulate how the Local Plan will direct and influence new development across the district over the plan period 2021-2040.

This version has been derived from the evidence to date and previous consultations on the Local Plan:

By 2040 our residents will live in healthy, accessible and inclusive communities, where quality homes, local facilities and employment opportunities provide our communities with green and welcoming places to live, work and play and respond positively to the climate emergency.

In order to meet the vision, clear strategic objectives will be needed to support any policies and allocations in future iterations of the Local Plan. For example, a previous draft version considered the theme of “A Front Door for Everyone” to be a necessary and achievable objective, in the context of providing sustainable levels of growth across the planning area.

Vision consultation questions

VIS1 How do you feel about this vision? (very happy / happy / neutral / unhappy / very unhappy)

VIS2 Does the vision cover the key matters of importance that the Local Plan can influence and inform? (Y/N) **VIS2a** If no, please tell us what is missing from the vision and why this is important.

VIS3 Should the vision be more specific about areas of the district being planned for through the Local Plan? (Y/N). **VIS3a** Please explain your answer.

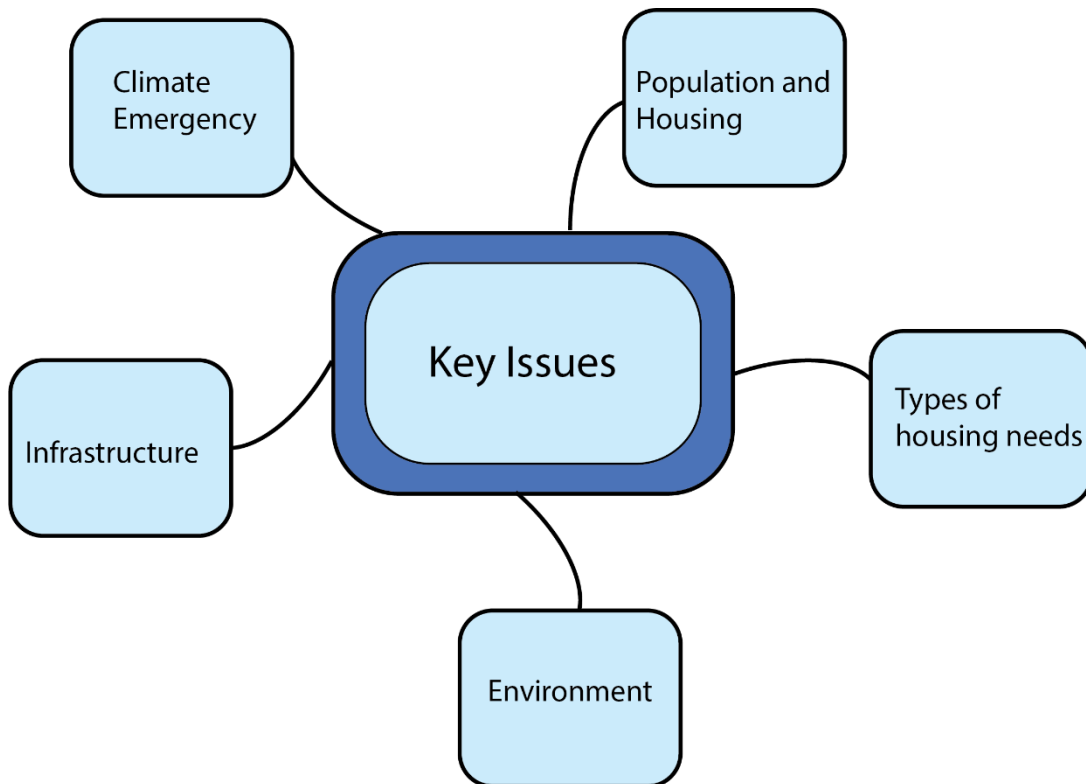
Issues and Priorities

Overview

A lot has changed since we last consulted on the Local Plan in 2019.

In 2019, you shared lots of information and opinions with us. That remains part of the preparation of this Local Plan and is not lost.

We are not reconsulting on many of the topics or sites previously considered – instead we are looking afresh at key issues and priorities that have been affected by changing context since 2019. For example, topics such as transport, employment and heritage were considered previously, and sufficient information has been gathered on these so they do not feature in this document.



Overview consultation question

OV1 Please sort these key issues and priorities in order of importance to you.

Issue	Rank
Climate Emergency	
Environment	
Population and Housing	
Types of Housing Needs	
Infrastructure	

For some of those issues identified above, we want to delve deeper and see what is important to you and find out what should be included in our new Local Plan. This is particularly relevant for the Climate Emergency, which is a key concern for the Council.

Similarly, the Local Plan needs to try and accommodate our housing needs, so we are asking questions around housing numbers and the way it is calculated. We also want to know how we should be helping neighbouring authorities who have difficulties meeting their own needs.

It is not just about the housing numbers; it is about providing the right homes. We need to meet the needs of our ageing population, those with disabilities, those needing different size homes or varying types of housing. East Hampshire is extremely unaffordable, so affordable housing needs are extremely important, as are the needs of traveller communities and those wishing to build their own homes.

We will be presenting information and options on how we meet the above and asking for your views on the direction of travel the Local Plan should go in, in terms of location and policies.

Alongside the new Local Plan's key issues and priorities detailed above, protection and enhancement of the environment is enshrined in a number of legislative Acts and Regulations. These place a legal duty onto the LPA. The Council will continue to protect, enhance and conserve its environment and if you wish to seek further detail, please see the 'Environment' section of this document.

Any form of development needs infrastructure to help support it and it is fundamental in the delivery of sustainable growth. The new Local Plan will look at what new infrastructure is needed and what opportunities there are to help reduce gaps in existing provision. For more information, please see our 'Infrastructure' section of this document.

Issue: The Climate Emergency

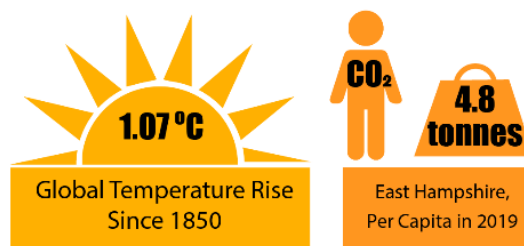
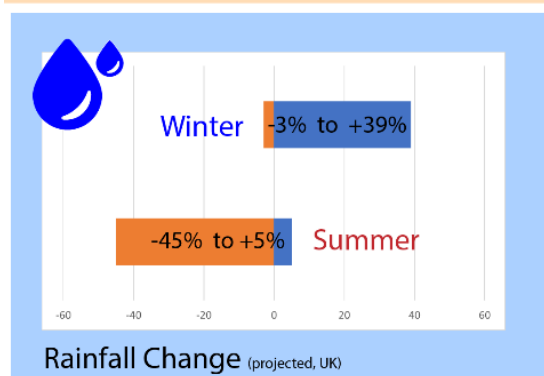
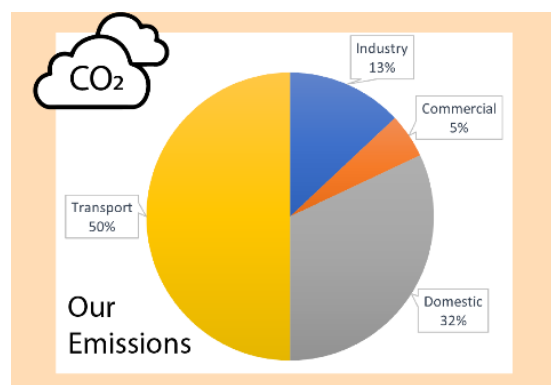


Introduction

Meeting global, national and local targets for dealing with climate change is one of the most important but challenging priorities for institutions and individuals. The planning system has a role to play in this, helping to deliver radical reductions in greenhouse gas emissions, supporting the use of renewable and low-carbon energy and taking account of long-term implications for flood risks, water supply, biodiversity and health. The climate change background paper identifies what a local plan can do and what must be left to other areas of public policy and intervention, such as retrofitting existing properties, which falls outside the remit of a local plan.

Since previous consultations on the Local Plan, there has been a growing awareness that the transition to a zero-carbon lifestyle needs to happen as fast as possible. EHDC declared a climate emergency in July 2019 and, in 2021, it announced an ambitious target to demand that all new homes built in accordance with the emerging Local Plan would be zero-carbon homes.

It will be very challenging to build zero-carbon homes during the local plan period – but the Council believes this objective must be pursued for the well-being of current and future generations. National planning policy does not yet state how this



should be done, so the Council is looking at best practice from elsewhere and taking expert advice from independent consultants. Your responses to this consultation can help the Council to make important decisions on tackling the climate emergency.

Climate Emergency consultation question

CLIM1 Do you agree that new development should avoid any net increase in greenhouse gas emissions, wherever practicable? (Y/N)

CLIM2 So far, you've told us the following - but what's most important to you? (Sort in order of importance).

What you told us...	Rank
That the construction of new buildings should use less fossil fuels and more recycling of materials	
That all new buildings should be zero carbon	
That every new development should have renewable energy provision and that any wind or solar development must be in-keeping with the locality and its surroundings	
That climate change policy should clearly identify the impacts on water availability, with water consumption being reduced in new developments, including by reusing it on site	
That trees and other green infrastructure could play an important role in reducing flood risks	

In response to the climate emergency and the desire to avoid new greenhouse gas emissions from development, the Council has been investigating a more ambitious approach to tackling climate change. As part of a 'Net Zero Carbon' study, independent consultants have been working with the Council to look at how net zero carbon buildings could be required through planning policies. In order to write these policy requirements, there needs to be a shared understanding of what we mean by 'net-zero carbon development'. Defining this phrase is a key issue for this consultation.

Defining 'Net Zero Carbon Development' for the East Hampshire Local Plan

A best-practice definition is considered to be one whereby:

- The energy consumed by a building's occupants is taken into account and reduced as far as possible. This would mean considering all of the energy consumed, not only that which is regulated by the Government's Building Regulations;
- The remaining energy demand is met with the equivalent amount of renewable power generation, either onsite or offsite;
- The remaining carbon dioxide emissions that are associated with a building (e.g. through making or obtaining its building materials) are estimated and reduced, wherever practicable.

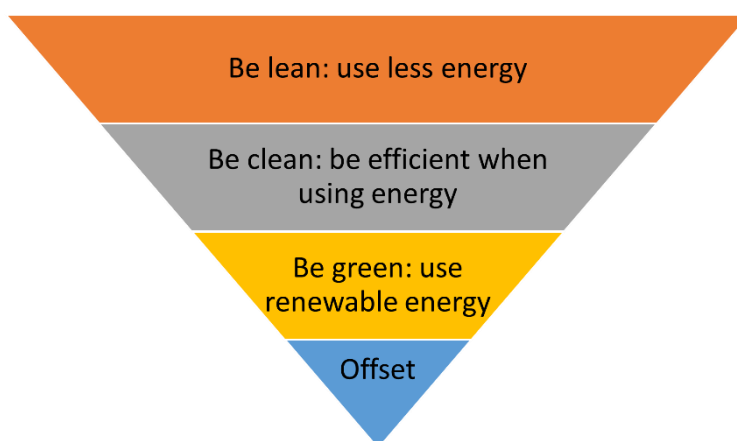
Climate Emergency consultation question

CLIM 3 Do you agree that the Council should define 'net-zero carbon development' in this way? (Y/N)

CLIM3a If you answered 'no', how should the definition be improved?




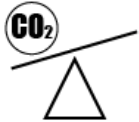
The Energy Hierarchy as an approach to mitigation

Tackling climate change will involve more than an approach to sustainable construction that identifies what is meant by net-zero carbon development. To help mitigate global climate change, the Council believes that the energy hierarchy should be followed whenever new development is proposed.



This energy hierarchy is an important part of the [Council's supplementary planning document on climate change and sustainable construction](#). This means that it already informs how the Council's current planning policies are being interpreted. For the emerging Local Plan, the energy hierarchy could be used to change the policies themselves, which could affect how new developments would look and how they

would function. The following graphic identifies some of the potential implications for the planning of new development:

<p>Be Lean</p>		<p>Re-use and adapt existing buildings wherever possible, to meet modern requirements whilst reducing emissions from construction</p>
<p>Be Clean</p>		<p>Design and orientate new buildings so that occupants benefit from passive heating and cooling, increasing their efficiency</p>
<p>Be Green</p>		<p>Incorporate renewable energy generating technologies and ensure that the built environment is designed to accommodate their efficient operation</p>
<p>Offset</p>		<p>As a last resort, consider whether any residual emissions can be addressed through a carbon off-setting project</p>

There will be a need to balance climate-responsive designs with other aspects of achieving well-designed places, as defined by the Government’s National Design Guide. However, the Local Plan can help establish the priorities for the design and layout of new buildings through its design policies and one of these priorities could be climate-responsive designs.

Climate Emergency consultation question

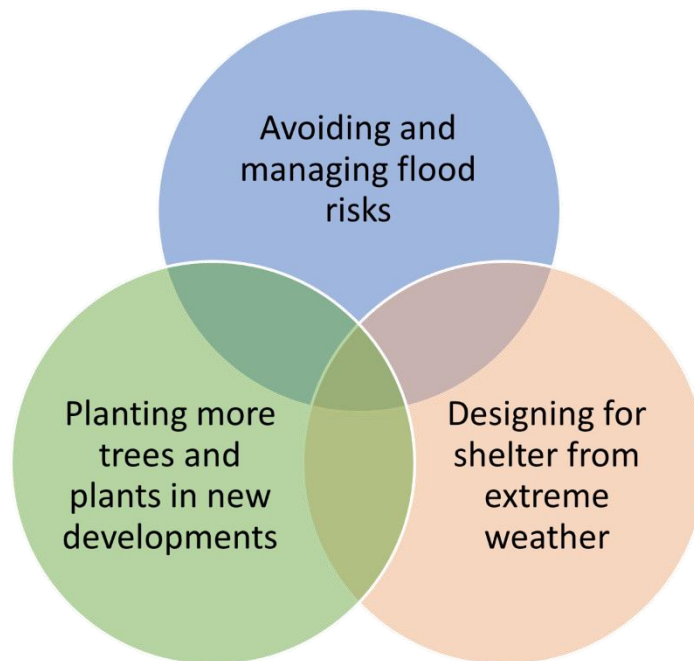
CLIM4 In the future, should the Council’s policies on the design of new buildings focus more strongly on tackling climate change in accordance with the energy hierarchy? (Y/N)

CLIM4a If you answered ‘no’, how should we balance the design of new buildings with the need to tackle climate change?

Adapting to a changing climate

The evidence is clear that the Earth’s climate is already changing in response to greenhouse gas emissions. New development will need to be resilient to these changes, which are likely to affect the amount of rain that we receive and the temperatures we are exposed to. Resilient environments that better protect people

from the impacts of climate change can be created by following several overlapping design principles:



The climate change background paper describes some detailed approaches that implement these principles, such as providing more street trees and the use of sustainable drainage systems, but what is most important is that the measures that are used are appropriate to the context for development.

There are different ways in which the planning system can specify what should be done. For example, the Government’s National Model Design Code allows measurable requirements to be set through an area-specific design code rather than just relying on over-arching planning policies.

Climate Emergency consultation question

CLIM5 Should the detailed criteria for tackling climate change be specified in any of the following:

	Yes?	No?
In the emerging East Hampshire Local Plan		
In future neighbourhood plans		
In local design codes		

CLIM5a Please explain your answer.

Emphasising accessibility on foot and by bike



The location of new development can affect our emissions of greenhouse gases, especially in rural areas, where people often need to travel to access services and facilities. In the past, the Council has defined a ‘settlement hierarchy’ and used this to influence decisions on where to put new homes and businesses. The hierarchy classifies settlements according to the presence and accessibility of services, so it can be a useful tool in helping to put development in places where there is less of a need to travel long distances.

The Council’s declaration of a climate emergency puts renewed emphasis on reducing travel distances and increasing opportunities for walking and cycling as a means of transport. Whilst the increased use of electric vehicles will help to lower emissions, the truth is that there are still greenhouse gases associated with their use and production. The challenge of meeting net-zero emissions is also a challenge to walk and cycle more frequently to access local destinations.

For this reason, we have produced a new settlement hierarchy for the emerging Local Plan that emphasises accessibility on foot and by bike, to enable people to live more locally in the future. Further information on “living locally” is provided in the settlement hierarchy and climate change background papers, but in summary living locally picks up on some of the key ideas from “20-minute neighbourhoods”:

“The 20-minute neighbourhood is about creating attractive, interesting, safe, walkable environments in which people of all ages and levels of fitness are happy to travel actively for short distances from home to the destinations that they visit and the services they need to use day to day –shopping, school, community and healthcare facilities, places of work, green spaces, and more.” (Town & Country Planning Association, March 2021)

The Council recognises that walking and cycling distances in East Hampshire’s towns and villages can be much greater than in larger towns and cities elsewhere. This is because the density of buildings within East Hampshire towns and villages is often quite low—and this is something that contributes to their character. The Council does not wish to change the attractiveness or “sense of place” of East Hampshire’s settlements, so “living locally” should take account of the varying distances between services, facilities and homes.

Climate Emergency consultation question

CLIM6 How do you feel about using the idea of living locally to influence the location of new homes? (Very happy / Happy / Neutral / Unhappy / Very unhappy).

CLIM6a Please explain your response.

Issue: Population and Housing



Introduction

Increasing overall housing delivery is one of the Government's long standing key priorities for the planning system in England. Meeting future housing needs is therefore a central objective for all Local Plans, including ours.

The assessment of housing need we have carried out informs how many new homes will be required across the district. Our new Local Plan will set out how, through the planning system, we will seek to address that need.

A complicating factor is that East Hampshire district is split into four areas as a consequence of the SDNP. This means that there are in fact two LPAs operating in the district, East Hampshire and the SDNPA.

The East Hampshire Local Plan 2040 focuses only on those parts of the district outside of the SDNP. However, housing needs are calculated for the district as a whole. Therefore, one of the key issues for our Local Plan is to determine what provision, if any, we make for the housing needs of the SDNPA.

What you've told us so far in terms of housing provision

We received a wide range of views when consulting on housing provision with responses from local communities, those in need of housing, and the development industry. There is general support for meeting the identified local housing needs and seeking to direct development to the most sustainable and accessible locations. However, views differ on the approach taken to assess local housing need, as well as meeting the unmet needs of neighbouring authorities. We have to balance these views to enable us to prepare a Local Plan that meets Government requirements, whilst taking account of local opinion.

How is Housing Need calculated?

[National Planning Policy \(para 61\)](#) states that in order to determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance (unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals).

Government guidance is also clear that the standard method for assessing local housing need is a minimum number and that “*consideration can still be given as to whether a higher level of need could realistically be delivered. This may help prevent authorities from having to undertake an early review of the relevant policies.*”

There is a strong emphasis to using the standard method and one of the benefits is that given this is based on national published data, then at the Local Plan examination stage the local housing need would not be challengeable.



New housing in Alton

It is important to note that although the formula for calculating the housing need using the standard method is set in Government guidance, the data sets that lie behind the calculation are subject to change. At present a key part of the calculation is use of the 2014 based household projections. This is used to calculate household growth over the next ten years (2022-2032) and establishes a demographic baseline to be used within the calculations.

The other key component of the calculation is application of the median workplace-based affordability ratio – the latest published being for 2021 and this is updated annually and published in March. This is about applying an affordability uplift to the demographic baseline to take account of the relative affordability of housing in the district – so in simple terms the adjustment increases the housing need where house prices are high relative to workplace incomes.



Whilst complicated, the findings generate the following minimum local housing need for the whole of East Hampshire district:

Household Growth (per year) over next 10 years, 2022-32	381 Homes
Median workplace-based affordability ratio, 2021	14.51
Minimum Local Housing Need (per year)	632

Source: [HEDNA](#) 2022 (Table 5.1)

As the standard method housing need can only be calculated for the whole district of East Hampshire and not just for the Local Plan area, East Hampshire is permitted by national planning guidance to calculate its own housing need figure using an alternative method.

However, planning guidance stresses that any other method should only be used in exceptional circumstances. It says “*Where an alternative approach results in a lower housing need figure than that identified using the standard method, the strategic policy-making authority will need to demonstrate, using robust evidence, that the figure is based on realistic assumptions of demographic growth and that there are exceptional local circumstances that justify deviating from the standard method. This will be tested at examination*”.

The Council therefore commissioned a piece of work to specifically explore this matter acknowledging the position with the South Downs National Park. That report ([Technical Note: Testing the Standard Method Housing Need for East Hampshire](#)) concludes that at a district level there is no evidence to suggest that data feeding into the Standard Method is substantially wrong.

The standard method affordability ratio is based on the median house price divided by the median income, with the most recent data being for 2021 giving an affordability ratio of 14.51.

Using a household growth projection split between the two areas and their associated affordability ratios (which differ to district-wide figures, due to geographies), gives the following breakdown of local housing need between the two areas.

	LPA	National Park	Total
Household Growth*	319	62	381
Affordability ratio	13.40	17.69	
Uplift	59%	86%	
Need	506	115	621

*Based on 2014 Household Population Projections
Source: Derived from ONS data; EHDC Technical Note Fig 12

What is evident from the above is that there is no significant difference in the final district wide need number from the standard method calculations (632 vs 621). On this basis, at this point in time there is no evidence to support moving to a lower or higher figure for housing need than is derived from the standard method.

Population and Housing consultation question

POP1 How you think we should proceed? (select one option):

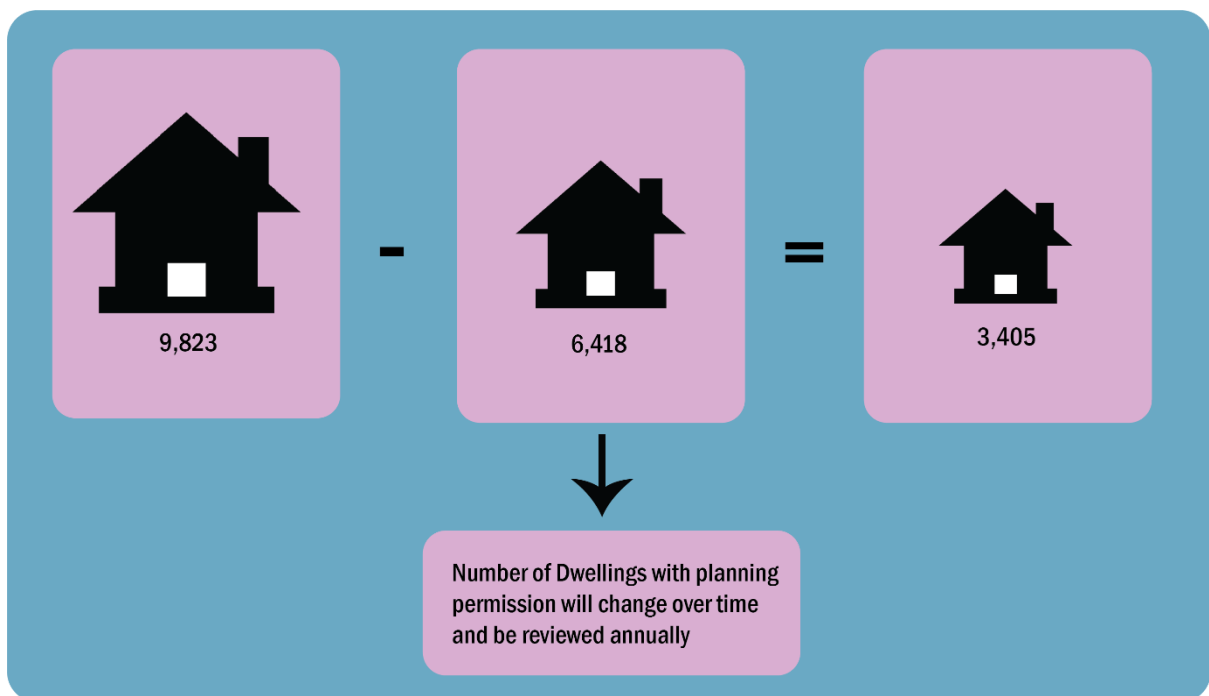
- Use the standard method for calculating housing need as the basis for determining the requirements against which the five-year housing land supply and Housing Delivery Test are measured
- Further explore whether exceptional circumstances exist to be able to devise a revised local housing requirement

POP1a Please explain your answer.

Local Housing Needs

[The Housing and Economic Needs Assessment \(HEDNA\) 2022](#) sets out the overall housing need for East Hampshire district based on the standard method of calculating housing need, disaggregating the number between the two separate LPAs.

The housing need figure for the whole district, using the Government's standard method formula is calculated as 632 homes per year. For the Local Plan this means the housing need is 517 homes per year, which over the emerging plan period (2021-2040) equates to 9,823 homes, minus existing supply (completions, sites with planning permission, existing allocations, and a windfall allowance) = about 3,405 new homes to be planned for through the Local Plan.



Population and Housing consultation question

POP2 Are there any strong reasons not to use the housing need figure of 517 new homes per year for the Local Plan? (Y/N)

POP2a Please explain your answer.

Meeting the unmet housing needs of our neighbours

South Downs National Park Authority (SDNPA)

The housing need figure for the whole district, using the standard method equates to 632 homes per year.

For East Hampshire LPA areas this means the local housing need is 517 homes per year, and for the SDNP LPA area 115 homes per year.

Past evidence for the South Downs Local Plan determined the need for 113 homes per year in the part of East Hampshire which falls within the National Park. However, given the policy considerations and the need to ensure that 'great weight' is given to "*conserving landscape and scenic beauty in National Parks*", the expectation is that the SDNP will not necessarily plan to meet these needs in full, giving priority to meeting affordable need and/or supporting the local economy and local communities within the SDNP.

Statements of Common Ground (SoCG) were agreed between the two LPAs to support previous emerging Local Plans, endorsing the position that the SDNPA will meet the requirement of 100 homes per year until 2028 (previous plan period).

The above numbers in terms of the previous and current need identified for the SDNPA are not significantly different – previously identified need of 113 homes per year and a commitment to deliver 100 homes per year, compared to current need of 115 homes per year.

Consequently, it is not considered that there is a strong argument to move away from a similar approach for the East Hampshire Local Plan 2040 by seeking agreement with SDNPA to meet the 115 homes per year identified in the [HEDNA 2022](#).

The SDNPA has also commenced a review of its Local Plan and revised evidence will be able to inform whether the assumption expressed above is realistic and deliverable.

Population and Housing consultation question

POP3 Based on the above should we meet:

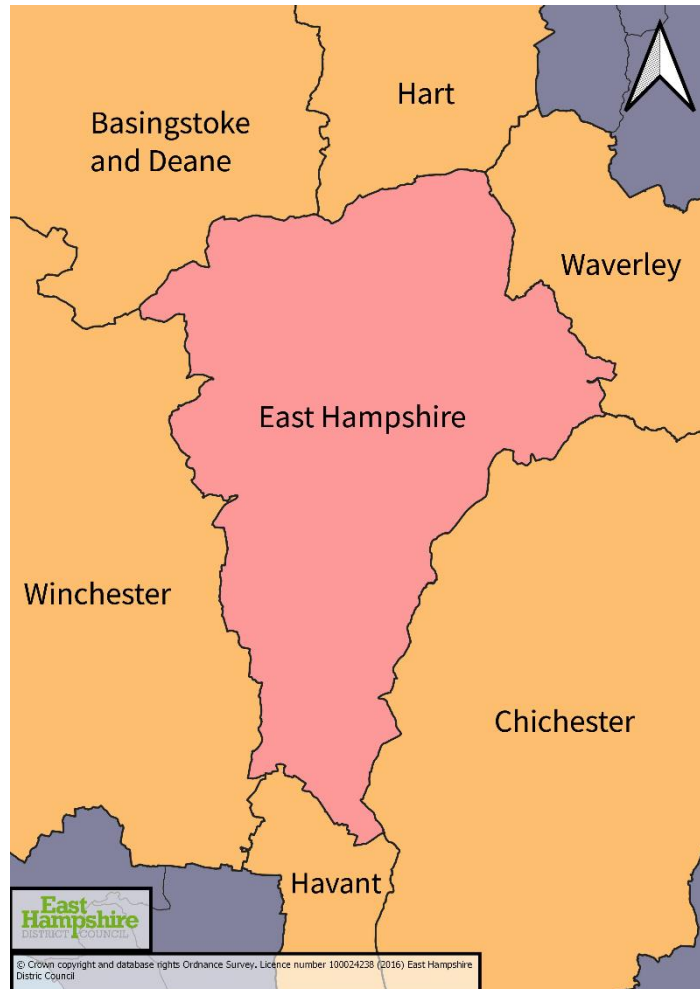
- All the housing needs of East Hampshire's part of the SDNPA
 - Some of the housing needs of East Hampshire's part of the SDNPA
 - None of the housing needs of East Hampshire's part of the SDNPA
- (select one option)

POP3a Please explain your answer.

Unmet needs of other planning neighbours

[National planning policy](#) (para 11) requires local plans to '*as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas (as established through statements of common ground)*'.

The location of East Hampshire district means it has a number of neighbours, in Hampshire, Surrey and West Sussex:



The Southern Parishes Clanfield, Horndean and Rowlands Castle also fall within the Planning for South Hampshire (PfSH) sub-area, which collectively undertakes research and publishes the results on various topics including housing.

In the light of the Government’s Standard Method the PfSH authorities have started work on a revised sub-regional planning statement which will also function as a statement of common ground between the partners in due course. This will include a consideration of the revised housing figures for each local authority and an assessment of potential sites to meet this requirement by 2036 with a wider planning vision covering the period to 2050.

Population and Housing consultation question

POP4 At present we do not know the precise amount of unmet need but we are aware of our neighbours seeking help, therefore do we: (select one option)

- Offer to assist with all unmet needs, regardless of scale and location;
- Offer to assist with some unmet needs, where there may be a direct relationship with the communities of East Hampshire;
- Do not offer to assist with any requests from our neighbours.

POP4a Please explain your reasons.

Issue: Types of Housing Needs

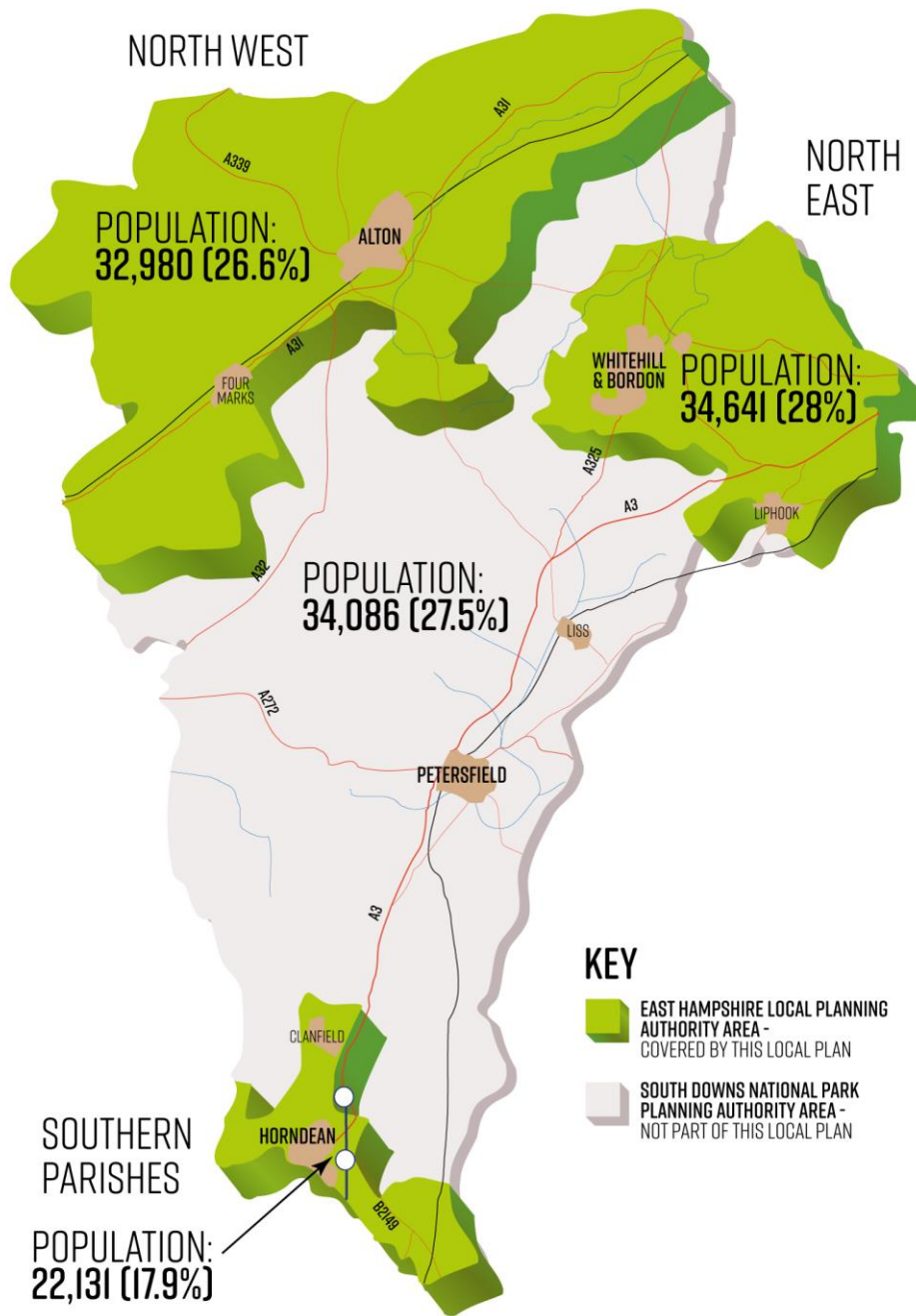


Introduction

Our local communities are changing, in particular, they are getting older. We need to understand this and what it means for our Local Plan and housing needs up to 2040. (See section above on Population and Housing).

The [HEDNA 2022](#) examined the district in terms of the four distinct areas that now exist as a result of SDNPA.

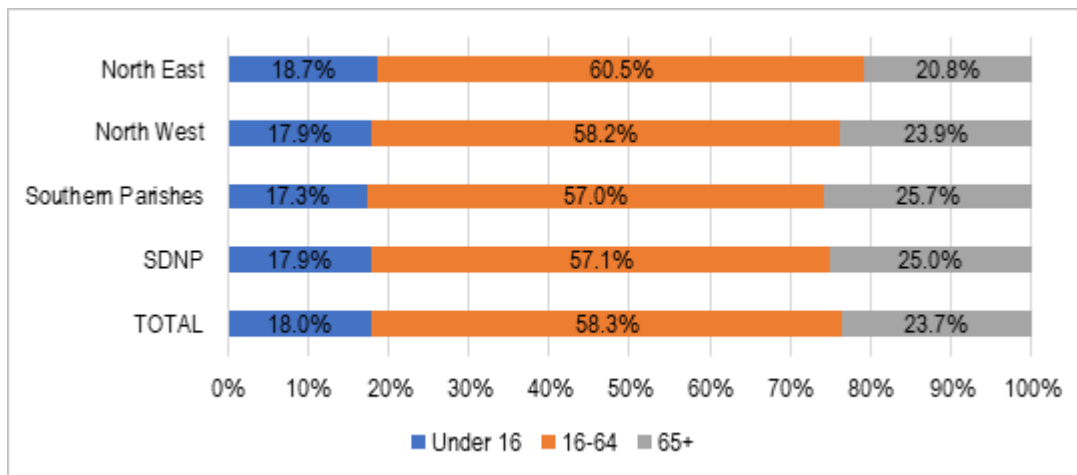
In terms of distribution of the district's population this can be seen on the plan below:



This map has been produced by East Hampshire District Council. Reprographics Section, using digital information supplied by E.S.R. Ltd. Byfleet, Surrey

Source: ONS (Table 6.1 [HEDNA](#) 2022)

Age profiles of the sub-areas (2020) indicate the following distribution:



Source: ONS mid-year population estimates (Figure 6.2 [HEDNA 2022](#))

Interestingly there are no significant differences between the different areas, the exception being the total population of the Southern Parishes, but this reflects this being a smaller part of the district. Likewise with age distribution there are no marked differences across the district, the only notable differences are the North East sector having a slightly higher working population and lower over 65 cohort. This may link to the fact this area covers the regeneration of Whitehill and Bordon and the provision of new family homes in the area.

In terms of how the population has changed since the Census 2011, research indicates that population levels in East Hampshire have risen at a similar rate to other areas. In 2020, it is estimated that the district's population had risen by 13% from 2001 levels; from 2011 to 2020 the population increased by about 7%.

Headline data from Census 2021 – our district has:



- 125,700 residents, a 10,100 person (8.7%) increase from 2011;
- 61,000 male residents and 64,700 female residents;
- 52,700 households, an 11.5% increase from 2011;
- 30.5% more residents aged 65+, 4.1% more residents aged 15-64 and 2.4% more children aged under 15 than in 2011;
- 38 residents aged 65+ for every 100 people aged 15-64. (It was 30 in 2011);
- 27 under-15s for every 100 people aged 15-64, similar to 2011.

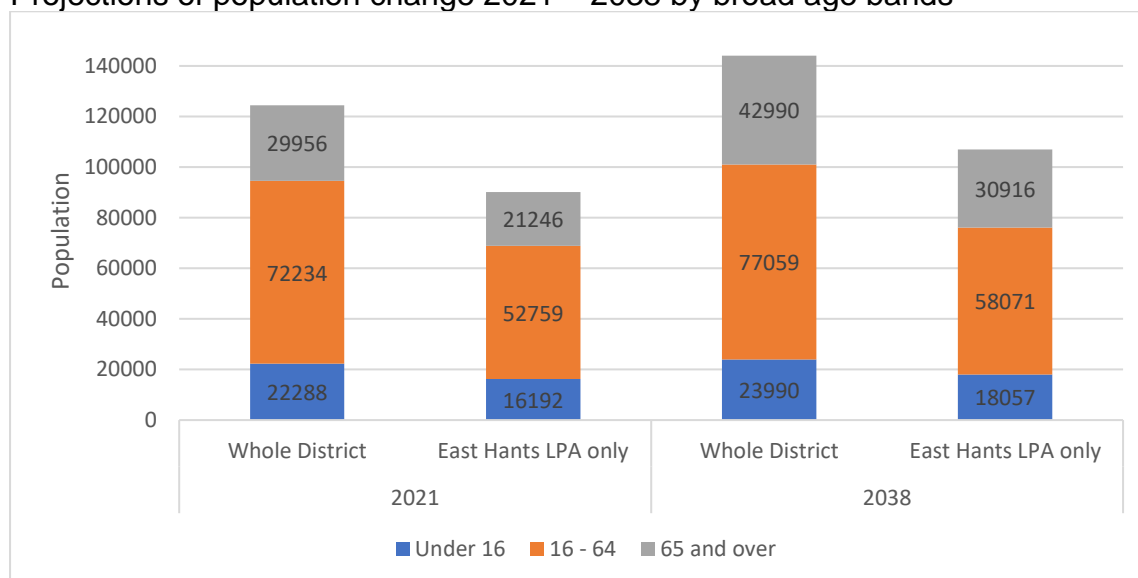
Ageing population and older persons accommodation

So, if the 2021 Census, is indicating that approximately a quarter of our residents were aged 65 years and over, what does this mean for the local plan looking ahead to 2040?



The increase in the over 65's is also reflected in data included in the [HEDNA 2022](#) which explores the population change by broad age bands from 2021 – 2038, when linking growth to the delivery of 632 homes per year over the whole district and 517 homes per year in East Hampshire LPA only:

Projections of population change 2021 – 2038 by broad age bands



Population change 2021 – 2038 by broad age bands		
	Whole district	East Hants LPA only
Under 16	7.6% (1,702)	11.5% (1,865)
16 - 64	6.7% (4,825)	10.1% (5,312)
65 and over	43.5% (13,034)	45.5% (9,671)
TOTAL	15.7% (19,560)	18.7% (16,848)

Absolute figures are provided in brackets

Source: Demographic projections [HEDNA 2022](#) Tables 6.12 and 6.13

These projections highlight a growing proportion of people over 65 years in the district. This has implications for the type of housing that needs to be provided through the Local Plan. This may be age specific specialised accommodation (care

homes) or simply smaller units to allow those looking to downsize the ability to do so and homes that can be adapted to meet individuals changing needs as they age.

Types of Housing consultation question

HOU1 What should a specific policy on older persons accommodation include? (select one or more options)

- A specific target in terms of numbers of homes for older persons accommodation to be delivered within the plan period
- Specific types of homes to be provided
- The location of these homes across the district

HOU1a Please explain your reasons.

HOU2 Is there anything else that should be included in this policy?

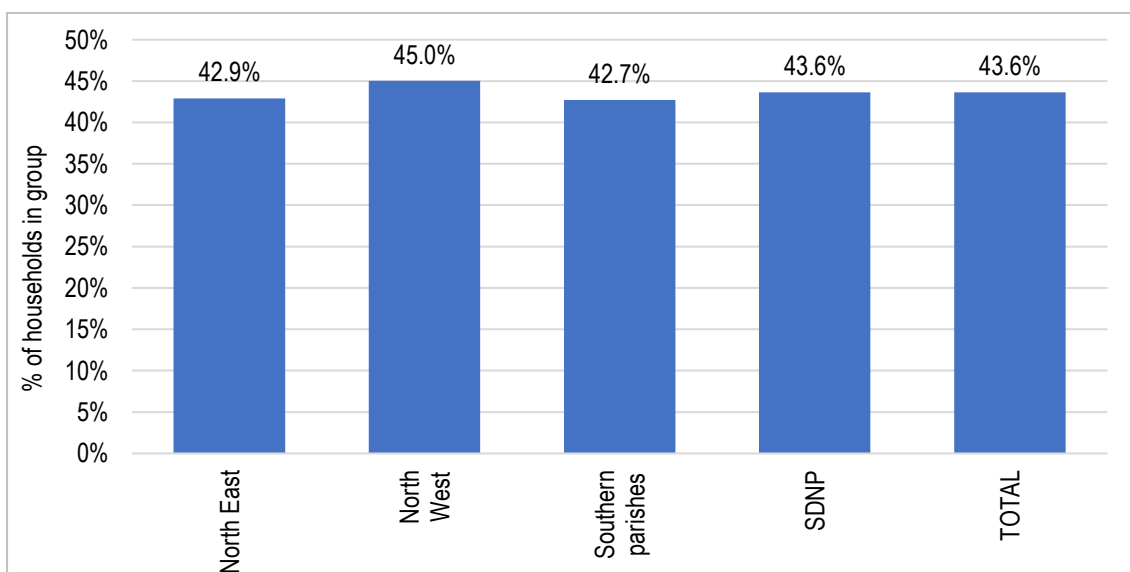
Housing needs of disabled people



Planning guidance requires the provision of appropriate housing for people with disabilities or simply those that may need support to live independently, which would also apply to older persons.

Analysis in the [HEDNA 2022](#) includes reference to households with a long-term health problem or disability as per 2011 Census and indicates that there are no distinct variations across the district. However, generally speaking a quarter of households include someone with a health problem.

In relation to the older population this is more revealing, and typically just over 40% of the population aged over 65 years has a long-term health issue:



Source: Census 2011 ([HEDNA 2022](#) Fig 8.4)

What is more concerning is how this will change over the plan period and again research reveals:

Disability	Age Range	2021	2038	Change	% Change
Dementia	65+	1,801	2,962	1,161	64.4%
Mobility problems	65+	4,658	7,214	2,555	54.9%
Autistic Spectrum Disorders	18-64	488	520	33	6.7%
	65+	230	332	102	44.3%
Learning Disabilities	15-64	1,300	1,392	92	7.0%
	65+	512	728	216	42.2%
Challenging behaviour	15-64	24	26	2	6.6%
Impaired mobility	16-64	3,179	3,153	-27	-0.8%

Source: [HEDNA 2022](#) Table 8.6

This data indicates that the Local Plan needs to be pro-active in ensuring new housing meets the changing needs of its population.

Types of Housing consultation question

HOU3 Should the Local Plan include a specific policy on adaptable housing? (Y/N)

HOU4 Should there be a requirement on large sites for a percentage of new homes to be adaptable?(Y/N)

HOU4a Please explain your answer.

Home sizes and mix

When looking at the need for different sized homes the [HEDNA 2022](#) has modelled these for both market and affordable housing.





Source: Housing Market Model [HEDNA 2022](#) table 9.14 to 9.16

Whilst there are differences between the market and affordable tenures, there's no distinct spatial variations. Therefore, it is not considered that any differences are sufficiently clear-cut to suggest a different mix of housing at a sub-area level.

But it is possible through the Local Plan to include a policy which expresses a specific percentage or a range of percentages for 1-2 bed homes, 2-3 bed homes etc. Such an approach would ensure a supply of smaller homes, to be occupied by a cross section of the population, new families, single people and older people regardless of location.

Types of Housing consultation question

HOU5 Should the Local Plan include a policy to specify the percentage of smaller homes on development sites? (Y/N)

HOU5a If yes, should this percentage focus on:

- 1-2 bed homes
- 2-3 bed homes (select one option)

HOU6 Should a percentage of smaller homes to be provided on:

- All development sites or
- Only large development sites (over 10 units) (select one option)

HOU6a Please explain your answer.

Affordable housing



In terms of affordable¹ housing, analysis shows a total need for 613 affordable homes across the district per year. This equates to 97% of the standard method local housing need figure (632).

If the Council's adopted affordable housing policy at 40% was applied, overall housing need would equate to 1,535 homes per year (compared to 632) if the full extent of affordable housing need was to be met.

Evidence from the [HEDNA 2022](#) confirms that both of these scenarios are unrealistic, but that it is clear that provision of new affordable housing is an important and pressing issue in the area.

It should be noted that the amount of affordable housing delivered will be limited to the amount that can viably be provided. The evidence does however suggest that affordable housing delivery should be maximised where opportunities arise.

It is also important to note that the intention of the standard method and its use of an affordability uplift is to improve affordability of market housing over time. Therefore,

¹ See Glossary for full definition of affordable housing from a planning perspective

this envisages reducing the cost of market housing relative to earnings, which as a result would reduce affordable housing need, but this would take some time to be achieved.

Types of Housing consultation question

HOU7 The current requirement is that 40% of new homes on qualifying sites are affordable homes. Should the % requirement for affordable homes be:

- Increased
- Decreased
- Stay the same (select one option)

HOU7a Please explain your answer.

Other forms of housing

Planning guidance is clear that we are required to plan for the housing needs of our population.

The main types of housing need have been expressed above, however, there is also a demand for self and custom build housing where the local authority is required to hold a register of those interested in acquiring a plot and building their own home.

There are other forms of housing that we are required to consider and plan for if needed, including self and custom build plots and Traveller accommodation

Types of Housing consultation question

HOU8 Are there any other forms of housing that the Local Plan should refer to? (Y/N)

HOU8a If yes, please state what other forms of housing.

Gypsy, traveller and travelling showpeople accommodation



An example of new build Traveller accommodation

It is important for the Local Plan to provide for the housing needs of gypsies and travellers and travelling showpeople, through the identification of land suitable for travellers pitches and plots.

The latest version of the [Gypsy and Traveller Accommodation Assessment](#), indicates a need for 62 pitches for gypsies and travellers and 46 travelling showpeople plots for the period 2020 – 2036 (this will be updated to reflect the revised plan period to 2040).

We need to know where land suitable for gypsy, traveller and travelling showpeople accommodation may be available to accommodate the above number of pitches and plots.

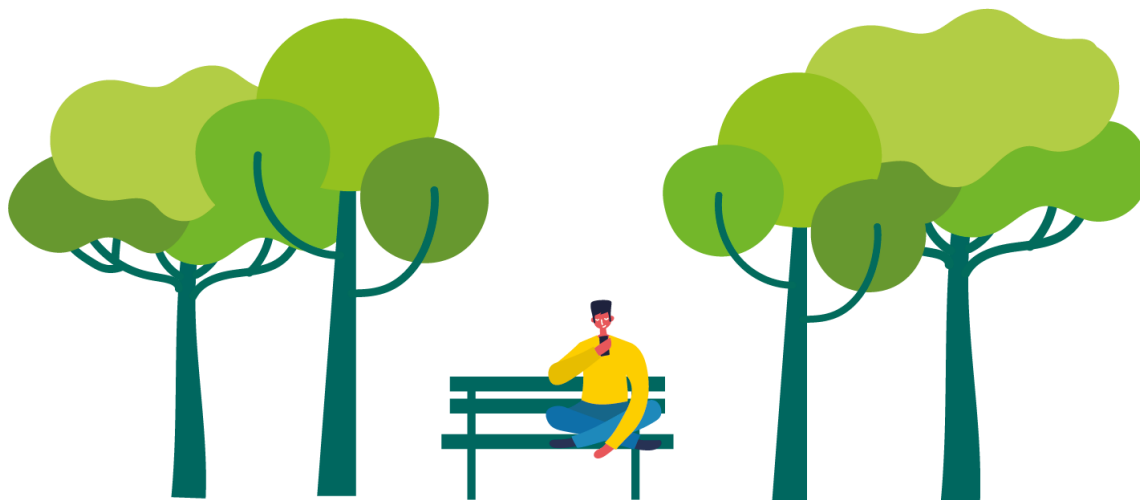
If you know of possible land for this use in East Hampshire, please tell us about it.

Please do not use this call for sites to suggest or resubmit site suggestions for housing.

CFS1 Please describe where the land is and provide an address if possible (e.g. street name, local area, what landmarks are nearby).

CFS1a Please upload any maps or photos of the land you are suggesting to our [digital engagement platform](#).

Issue: Environment



Introduction

East Hampshire is a predominantly rural district and renowned for its attractive countryside. It has a wide diversity of landscapes, a wealth of wildlife habitats and has a number of large internationally, nationally and locally designated sites which protect rare species and habitats such as the Dartford Warbler, Bechstein bats along with its heathlands and grasslands. Part of the district also falls within the SDNP.

Since previous consultations on the Local Plan, we have seen a significant period of change both in legislation and policy relating to the environment. Its protection and enhancement are enshrined in a number of legislative Acts and Regulations which place a legal duty onto the LPA. The key priority for the Council therefore is to continue to protect, enhance and conserve its environment.

What you've told us and what we're doing

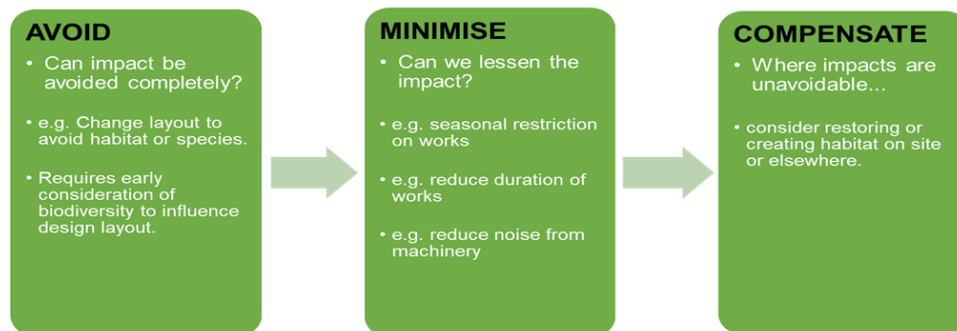
A previous consultation on the emerging Local Plan included draft policies on a number of key issues which fall under the 'environment' heading. For example: protected sites, biodiversity, landscape and green infrastructure. You told us that:

- The draft planning policies relating to the international designated sites should provide further clarity with regards to the long-term management and maintenance of any agreed avoidance and mitigation measures to protect these sites.
- More emphasise should be given to the protection and enhancement of notable species and habitats.
- The concept of Biodiversity Net Gain should be strengthened, and consideration should be given as to whether there is a need for a bespoke standalone policy.

- Consideration should be given to the special qualities and sensitivities of the setting of the SDNP.
- Alongside the protection of the landscape, valued landscapes are just as important and require to be acknowledged.
- All Green Infrastructure areas should be resourced and managed to ensure successful long-term use.

The Council continues to protect, enhance and conserve its valued environmental assets and to aid this the Council has recently provided guidance [Biodiversity and Planning](#) (June 2021) to help aid developers, officers and the public on current legislation and policy relating to protected sites (International, National and Local), priority habitats, Biodiversity Net Gain and strategic measures for international sites. This guidance sets out the mitigation hierarchy which is a process used to inform development proposals. This document aids and helps address some of the issues raised under the previous local plan consultation.

Mitigation Hierarchy



As part of the emerging Local Plan, a Habitats Regulation Assessment (HRA) will be legally required. This assessment sets out whether there are any impacts on protected sites, and if so, how they will either be avoided or mitigated. The HRA will be accompanied by an Avoidance and Mitigation Strategy which will clearly set out the measures to address any impacts from future residential development within the catchment of the protected sites. As part of this consultation a [Habitats Regulations Assessment Screening](#) has been carried out. As the Local Plan progresses the Council will continue to work closely with Natural England on advising on mitigation measures.

The Council is also working closely alongside other local planning authorities to instigate the concept 'Biodiversity Net Gain', which is due to become mandatory in 2023. This is explained later.

Protected sites – International



Dartford Warbler (protected bird on the Wealden Heaths Phase II Special Protection Area (SPA))

East Hampshire contains, and is adjacent to, several sites which are of international importance for biodiversity and designated under the Habitats and Birds Directives which form the top tier of the ecological network. These are:

- Special Areas of Conservation (SACs) notable for their protection to a variety of wildlife, animals, plants and habitats;
- Special Protection Areas (SPAs) notable for their rare bird species; and
- Ramsar sites which are wetlands of international importance.

The North East area of the district, around Whitehill & Bordon and Bramshott and Liphook, are within close proximity to the Wealden Heaths Phase II Special Protection Area (SPA). The Dartford Warbler is a protected bird on the Wealden Heaths Phase II SPA. The SPA is vulnerable from an increase in recreational activities resulting from new residential development which will affect the rare birds.

To avoid or mitigate any impacts from an increase in recreational activities from new development, one form of mitigation is Suitable Alternative Natural Greenspace (SANG). Hogmoor Inclosure in Whitehill & Bordon was set up as a SANG to allow new residents from the growth from the Whitehill & Bordon regeneration development. The SANG allows residents an alternative place to walk their dogs and recreate rather than using the existing SPA and is designed to gain the same experience from visiting the SPA.



Lowland heathland, Hogmoor Inclosure

In the south of the district we have the Solent European sites. The water environment within this area is one of the most important for wildlife in the United Kingdom and is internationally important for its wildfowl and wading species, such as Brent Geese. There are existing high levels of nutrients (especially nitrogen and phosphorus) in the Solent which are causing harm and failure of environmental standards; this is partly due to an increase in new development from overnight accommodation.

The Solent European sites nitrogen issue affects the Southern Parishes of Clanfield, Horndean and Rowlands Castle. Whereby parts of Ropley, Medstead, Bentworth, Four Marks and Wield Parishes in the North West of the district are not only affected by nitrogen but also phosphorus.

The Council is working in collaboration with partner authorities including the Partnership for South Hampshire (PfSH) to work towards a definitive mitigation strategy to achieve what is called 'nutrient neutrality'. Nutrient Neutrality means that the finished development won't increase the amount of nutrients entering the Solent via sources such as sewage treatment works and septic tanks by providing some form of mitigation, for example in the form of a wetland.



The Solent European site

Biodiversity Net Gain

Since previous consultations on the Local Plan there has been a growing awareness of Biodiversity Net Gain (BNG); which leaves biodiversity in a better state than before. BNG provides benefits to people and nature and reduces a development's impact on the wider environment. The mandatory minimum of 10% BNG is due to come into force in late 2023.

The transition period over the next year is key as is early consideration of BNG in our plans and projects and we are thinking about how BNG fits in with our emerging Local Plan. BNG can complement our wider biodiversity objectives, whether creating new green infrastructure or improving climate resilience, and can bridge the gap in the Nature Recovery Network through the development of sites and through off-site biodiversity net gains.

A previous consultation on the emerging Local Plan, BNG was seen as a key important concept which needed to be taken forward. For this reason, the Council has been working collaboratively with members of the Hampshire BNG Steering Group to define what BNG means for Hampshire as a whole and work together in instigating BNG in our plans and strategies.



“BNG should seek to bolster the local ecological network by providing habitat that is relevant to the area and which will complement the existing habitat mix²”.

Landscape

We are lucky to have a distinct and varied landscape which provides an attractive rural setting. It is important that the special qualities of our landscape are respected in planning for future growth.

Much of the district lies within the SDNP and part of the North Eastern boundary is adjacent to the Surrey Hills Area of Outstanding Natural Beauty (AONB).

It is important that any new development plays a key role in shaping the way the district looks and feels. Development must be designed and located to protect and enhance our valued and high-quality landscapes, particularly the setting, special qualities and sensitivities of the SDNP.

Since previous consultations on the Local Plan, valued landscapes are seen as a key driver which had previously not been considered. The Council has therefore carried out further work to support the [Landscape Capacity Study](#) by looking into valued landscapes. This work, now in the form of an addendum as part of the local plan evidence base, accompanies the [Landscape Capacity Study 2022](#).

As part of the emerging Local Plan, existing landscape features will be a priority in any decision making. Any proposed site allocations will need to be designed and located to ensure the continued protection and enhancement of our valued and high-quality landscapes is maintained.

² Quote from the [‘East Hampshire District Council Biodiversity and Planning Guidance’](#) June 2021



River Wey at Headley

Green Infrastructure

Green Infrastructure is a term used to describe the network of green spaces and the links between them. Elements of green infrastructure range from allotments to parks and gardens and from village greens to footpaths and rivers.



An example of Green Infrastructure

The Council recognises that green infrastructure can encourage inward investment, help to improve mental and physical health and wellbeing, enhance biodiversity and assist with climate change mitigation and adaptation. This is particularly beneficial following the council's recent Climate Emergency declaration in 2021.

Previous Local Plan consultations fully supported the concept of green infrastructure, and in the past the Council has produced three [Green Infrastructure evidence base documents](#). The most recent was published in 2019. These documents will help aid the evolving Nature Recovery Strategies as a result of the Environment Act 2021 and build on the existing established Local Environmental Networks.

Environment consultation question

ENV1 Which of the below environmental considerations is most important to you? Sort in order of importance, from the most important to the least.

- Achieving improvements to local wildlife habitats;
- Protecting the most vulnerable existing protected habitats and species;
- Conserving the character of rural landscapes;
- Creating better natural links between existing habitats.

Call for Sites - 'Green Sites'

These include Suitable Alternative Natural Greenspace (SANG), Biodiversity Net Gain and/or Nutrient Neutrality mitigation sites.

We need to know where land could be suitable for:

Suitable Alternative Natural Greenspace (SANG) – this is the name given to the green space that is of a quality and type suitable to be used as mitigation in the context of the Wealden Heaths Phase II Special Protection Area (SPA). The land should be within close proximity to the Wealden Heaths Phase II SPA.

Biodiversity Net Gain (BNG) – Sites for BNG offsetting should have the potential to buffer or expand existing habitats. For example, connecting woodland blocks, buffering ancient woodland and species rich grassland creation.

There is no minimum or maximum site area.

Exceptions are private gardens or sites already designated for wildlife value i.e. SSSI, Local Wildlife Site

Nutrient Neutrality - Nutrient neutrality is a means of ensuring that a development plan or project does not add to existing nutrient burdens within catchments, so there is no net increase in nutrients as a result of the plan or project. Suitable mitigation measures might include constructed wetlands, changes in land management or retrofitting Sustainable Urban Drainage systems within the catchment of the impacted site(s).

If you know of possible land for these uses in East Hampshire, please tell us about it.

Please do not use this call for sites to suggest or resubmit site suggestions for housing.

CFS2 Please describe where the land is and provide an address if possible (e.g. street name, local area, what landmarks are nearby)

CFS2a Please upload any maps or photos of the land you are suggesting to our [digital engagement platform](#).

Issue: Infrastructure



Introduction

We rely on infrastructure to support our daily lives. It is vital when planning for our area's future that full account is taken of the infrastructure needed to deliver sustainable growth and what opportunities there are to help reduce gaps in existing provision. It is also critical to ensure these essential facilities and services are delivered at the right time and in the right place.

What do we mean by 'infrastructure'?

The term covers a wide range of services and facilities, from those we use every day to others we use more occasionally. It includes things like:

- Public transport - buses, trains and bike hire schemes
- Footpaths and cycle routes
- Roads
- Health services - such as GPs and hospitals
- Schools and colleges
- Sports facilities - both indoor and outdoor
- Internet and telephone connections
- Water (both drinking and waste)
- Energy supplies
- Green spaces - parks, country parks and more informal areas of open space
- Community facilities, including places of worship
- Schools

Whilst we don't directly provide much of this infrastructure, it is important that when planning for our area we work with the relevant providers to ensure these services and facilities are provided at the right time and in the right place. New infrastructure should be planned so that it brings benefits to existing as well as new residents and employers.

What you've told us so far

- Infrastructure in the district is well used and highly valued
- New homes will put too much pressure on existing infrastructure
- The road network is struggling to cope at particular locations
- There are localised water capacity and pressure issues
- Support for better connectivity; cycle lanes and walking routes
- Keen to see infrastructure provided prior to development

Infrastructure consultation question

INF1 What type of infrastructure is most important to you? (Sort in order of importance)

Transport / Health / Schools, colleges / Community facilities / Sport / Green spaces / Energy supplies and water / Internet and mobile phone reception.

Work done to support our Local Plan highlights localized gaps in infrastructure, and issues that are also experienced in many other places, such as lack of NHS dentists.

New development brings with it new demand for public services and infrastructure. The planning system offers a way of mitigating those impacts and enabling new/more efficient infrastructure to be provided.

Alongside the Local Plan, there will be an Infrastructure Plan. This will identify what infrastructure is needed to support the growth planned, how it will be delivered and by whom. Unfortunately, the Local Plan cannot fix all outstanding infrastructure issues, but it can ensure development contributes towards improving local infrastructure, as it already does.



Local GP Practice in Alton allocated CIL funding in 2022 (Photo provided by Studio Four Architects)

When new housing is built, the developer pays into the Community Infrastructure Levy (CIL) fund, administered by the Council, to mitigate against the impacts of the development on local infrastructure. A small portion of this money is passed to the parish and town councils to spend.


















Infrastructure providers then bid for funding, to resource projects that support our district.

Local infrastructure improvements are primarily funded by CIL money. In some cases, infrastructure is paid for by another means called S106 agreements – this is generally used for infrastructure that is specifically linked to a development. Other sources of funding are extremely limited and pressured.

Without new homes, the money available to fund infrastructure improvements significantly diminishes, as too does the money passed to parish and town councils to do the same.

Since 2016, approx. £10.5m of CIL has been paid by developers. Approx. £1.5m of this has been passed to our parish and town councils to spend.

£4,262,586 has been allocated by the Council to specific infrastructure projects, listed below. Funds remain and the fund grows as new homes get built. Bidding for infrastructure projects will open again in February 2023.

	Four Marks	Community Building and Recreational Hub	£1,250,000
	Liphook	Bohunt School 3G artificial grass pitch & floodlights	£710,348
	Alton	Alton Station Forecourt	£427,371
	Clanfield	Clanfield Parish Council car park improvements	£86,414
	Chawton	Chawton Park Surgery extension	£50,000
	Clanfield	Clanfield Cricket Pavilion	£196,000
	Medstead	Medstead Parish Council Community Facility	£150,000
	Horndean	Five Heads Playground	£34,000
	Holybourne	Treloars Swimming Pool & facilities	£190,000
	Alton	Anstey Lane Pump Track	£57,450
	Horndean	Horndean Technology College Tennis Courts	£209,197
	Oakhanger	Shortheath Common boardwalk	£28,198
	Alton	Alton Community Hub	£467,278
	Alton	Wilson Practice same-day services	£29,830.36
	Bentley	Bentley Memorial Hall refurbishment	£12,500
	Haslemere	Woolmer Hill 3G pitch & pavilion	£350,000
	Beech	Beech roadside footways	£14,000

Infrastructure consultation question

INF2 How do you feel about the allocation of CIL funds to date? (Very happy / Happy / Neutral / Unhappy / Very unhappy).

See [here](#) for more information on the CIL bidding process.

How, where and when infrastructure is provided can relate to the size of new development.

Many small sites dispersed across the district

- Pay CIL and help fund many infrastructure projects
- No identified local infrastructure provision – provision depends on infrastructure provider bidding for CIL funds

Medium sized sites

- Pay CIL and help fund many infrastructure projects
- May have some small local improvements tied to the development, such as junction improvements
- Greater local impact but little identified local infrastructure provision - provision depends on infrastructure provider bidding for CIL funds

Large sites

- Pay CIL and help fund many infrastructure projects
- Likely to be infrastructure required on site to ensure the development is suitable in planning terms, such as a new school, sports pitches
- Identified local infrastructure provision
- Greatest provision of infrastructure locally

Infrastructure consultation question

INF3 Which of these do you think provides the best outcome for infrastructure provision? (Select one option)

Many small sites dispersed across the district / Medium sized sites / Large sites / A mix of these

INF3a Please explain your answer.

Development Strategy and Spatial Distribution



How do we deliver our housing requirement?

The Government's objective is to significantly boost the supply of homes. It is important that a sufficient amount and variety of land can come forward where needed to meet the needs of groups with specific housing requirements.

The Council will need to find additional land for a minimum of 3,405 new homes by 2040 (see Population & Housing section for further details). Land will likely be needed for other kinds of development too – such as for new offices and business units - but the evidence strongly suggests that new housing is likely to require the most land. One of the main decisions for the emerging Local Plan will therefore be: where should the new homes be built? Answering this question will effectively determine the distribution of most new development over the plan period.

New housing development will have different social, environmental and economic effects depending on where it is built.

The existing Local Plan (the Joint Core Strategy) split the district into three areas, namely: 'North of the SDNP', the 'SDNP' and the 'South'. Its strategy was to direct new development to what were considered to be the most sustainable and accessible locations in the district at that time.

Our understanding of the planning issues for future development has changed.

In 2022, we understand:

- More about the fundamental importance of tackling the Climate Emergency
- More about how we must improve the quality of the local built and natural environments

We have an up-to-date evidence base that has refreshed our understanding of the amount and type of housing that's needed.

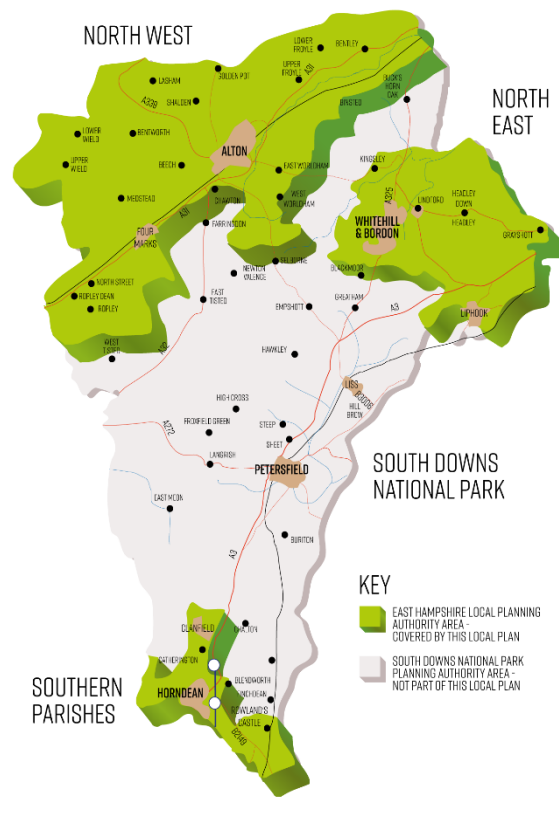
With these issues in mind, there are different principles that the Council could follow in searching for the land to meet our housing needs.

In this consultation, the Council is asking for your help to select the right high-level principles. These principles can be distinguished in terms of the areas or settlements within the planning area that would be prioritised for exploring where new housing should be located.

This means:

- We're not asking you about particular sites or even neighbourhoods for where new housing could and should be built;
- Instead, we're asking you to consider some different high-level principles, so that you can give us your views on them;
- Your views can then help the Council to define the options for housing development, which will form part of the next Local Plan consultation.

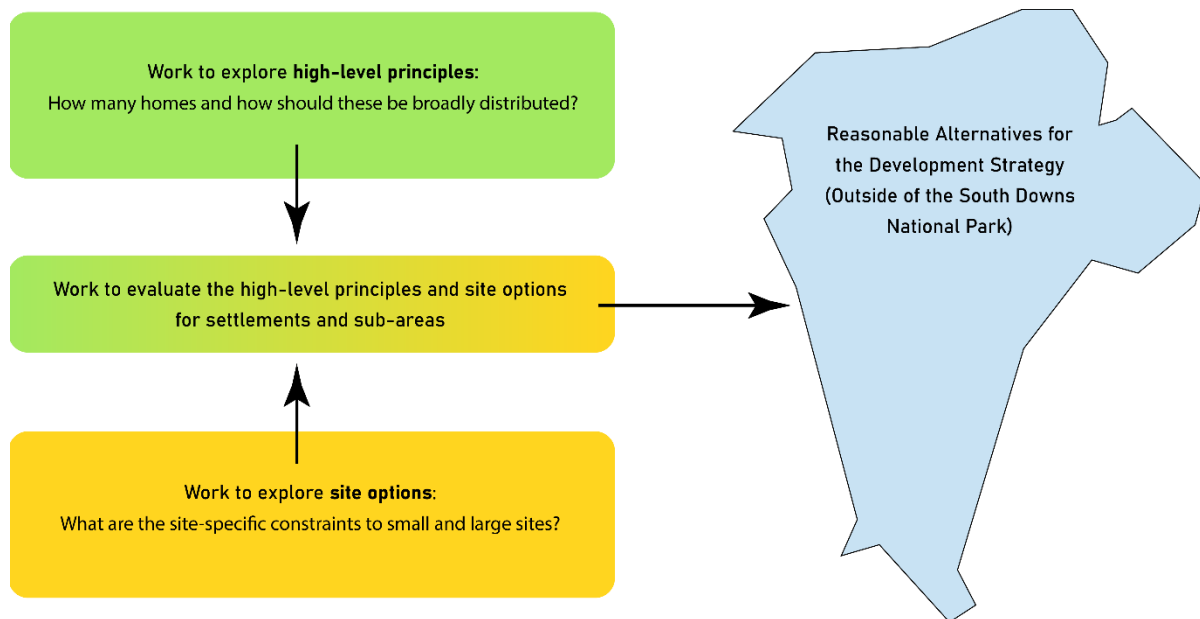
It's important to follow the right process in defining options for new housing and there are choices to be made within that process. By giving us your views on the following options, you'll be helping the Council to make the right choices – and ultimately to select the best sites for new homes.



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Investigating the high-level principles

The Council must define its options for where new housing could be located in accordance with the statutory process of ‘sustainability appraisal’ (SA). The Council’s procedure for the SA has always been to explore high-level principles for sustainability alongside exploring potential development sites themselves – that is, their site-specific constraints and opportunities. This procedure can be summarised as follows:



Options for the distribution of new housing

There are different ways of looking at where new housing could be located. We have identified four high level options to inform where development could be located.

- **Option 1:** Disperse new development to a wider range of settlements: housing growth should be distributed to more settlements, but in accordance with a revised settlement hierarchy that prioritises accessibility by walking and cycling
- **Option 2:** Concentrate new development in the largest settlements: housing growth should be focused in larger settlements with more facilities and services
- **Option 3:** Distribute new development by population: housing growth should be distributed in proportion to existing population levels
- **Option 4:** Concentrate development in a new settlement: housing growth should be concentrated in a new settlement, or in a large urban expansion to one or more existing settlements

These options are described and illustrated over the following pages, with pros and cons for each option identified to help inform your comments.

Following the consideration of comments from this consultation, the Council will determine its preferred development strategy. The selection of sites will be further informed by site- and settlement-specific constraints and opportunities.

Option 1: Disperse new development to a wider range of settlements

This option would involve the development of new homes in a wider range of settlements (in comparison with Option 2), potentially including some of the smaller villages of the planning area.

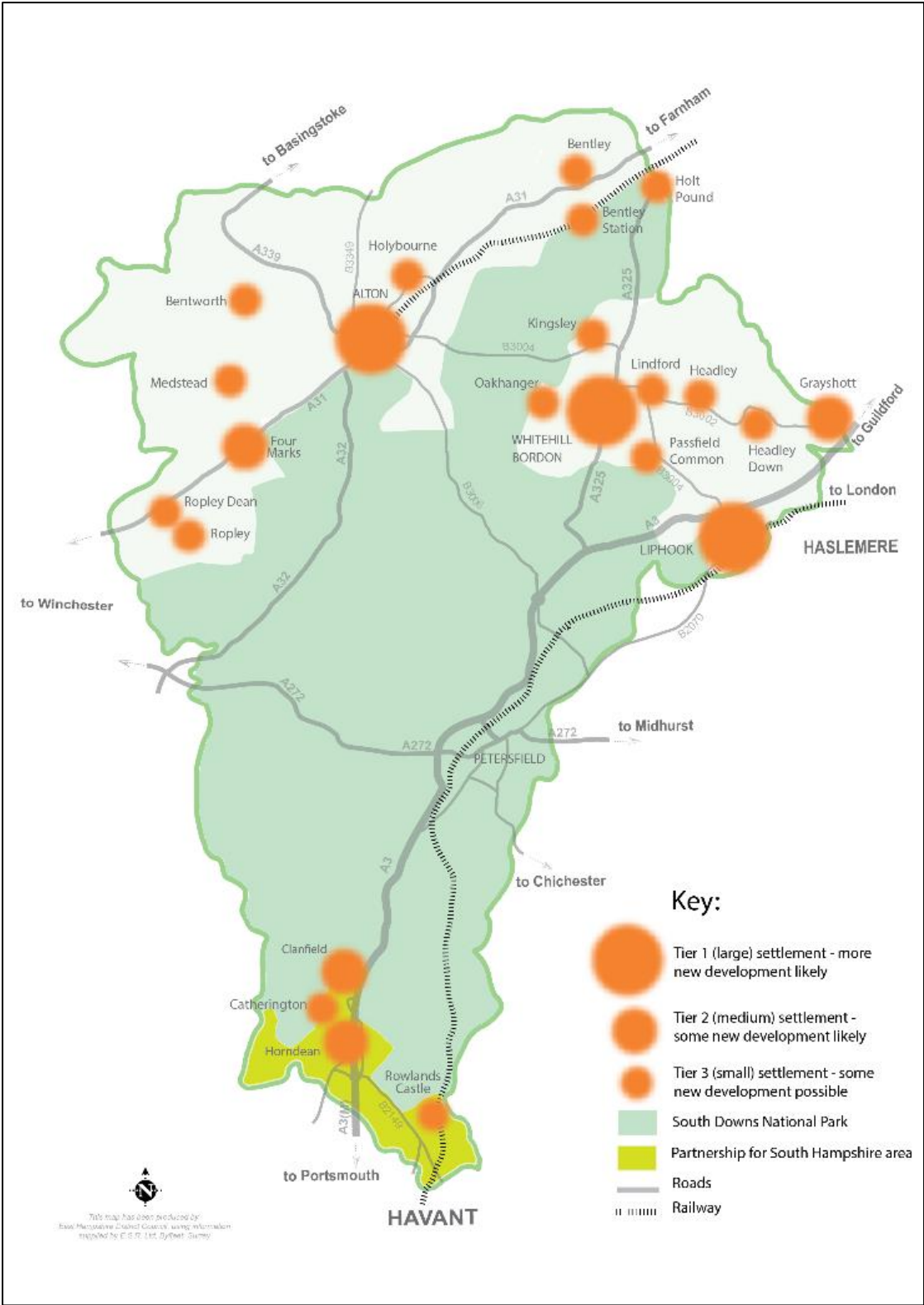
A revised settlement hierarchy, based on the concept of living locally and potential accessibility to local services and facilities by walking and cycling, has been prepared for this consultation. This shows that whilst the largest settlements give people the greatest opportunity for walking and cycling to shops, schools and public transport connections, fewer differences emerge between the smaller settlements. There could be some opportunities to develop new homes close to the existing schools in our villages. The underlying reason for distributing development according to this option would be to make the most of opportunities to increase walking and cycling as modes of transport, for this could help to reduce transport-related greenhouse gas emissions, which contribute significantly to emissions in our district.

Depending on the sites that are selected to deliver this option, it could be good for:

- Mitigating greenhouse gas emissions relating to transport
- Meeting the needs of rural communities
- Avoiding impacts on the most important wildlife habitats

But it could also be less good for:

- Reducing the need to travel long distances to meet some of our everyday needs
- Meeting affordable housing needs in our largest communities
- Avoiding impacts on the character of rural landscapes within the planning area



Option 1: Disperse New Development to a wider range of settlements

Option 2: Concentrate new development in the largest settlements

This option would involve concentrating the development of new homes in around ten of the largest settlements of the planning area, which have more facilities and services than the smallest rural villages.

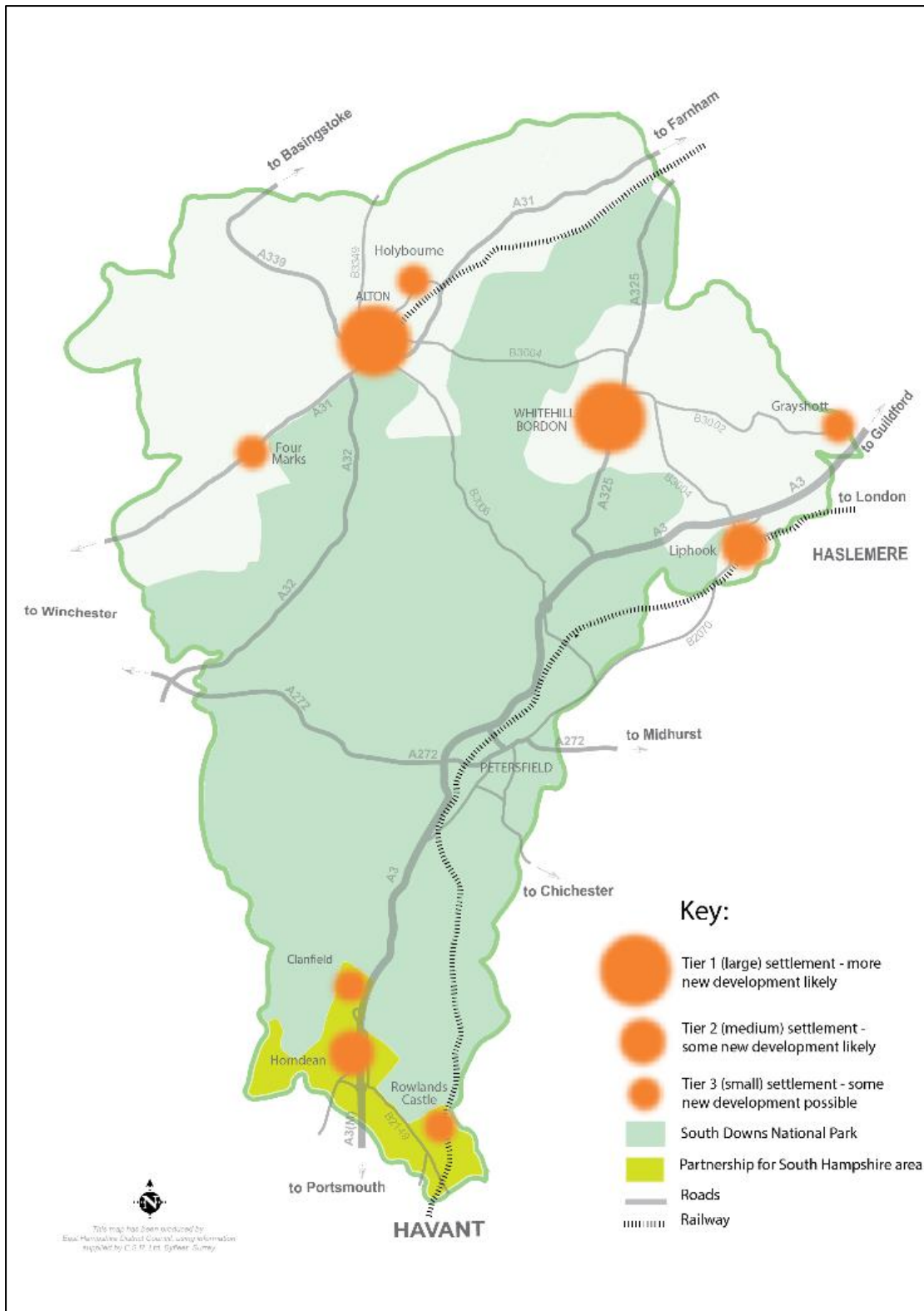
[The Draft Local Plan of February 2019](#) identified potential new housing sites by taking account of a settlement hierarchy, which was based on the presence of and distance to services and facilities for different settlements in the planning area. It would be possible to continue with this approach, which is very similar to that of the adopted Local Plan (only updated to take account of changes to services and facilities). The underlying reason for doing this would be to take account of where people are likely to travel to meet their everyday needs, and provide more housing in areas that are closer to these destinations. This could help to manage the need to travel—but there has been no special focus on accessing services by walking and cycling with this option, so there is a risk that it would continue East Hampshire's higher-than-average dependence on the car.

Depending on the sites that are selected to deliver this option, it could be good for:

- Reducing the need to travel long distances to meet everyday needs
- Accessibility to local employment and training opportunities
- Meeting affordable housing needs in our largest communities

But it could also be less good for:

- Mitigating greenhouse gas emissions relating to transport
- Meeting the needs of rural communities
- Avoiding impacts on the most important wildlife habitats



Option 2: Concentrate new development in the largest settlements

Option 3: Distribute new development by population

This option would involve the development of more new homes in areas where population levels are highest.

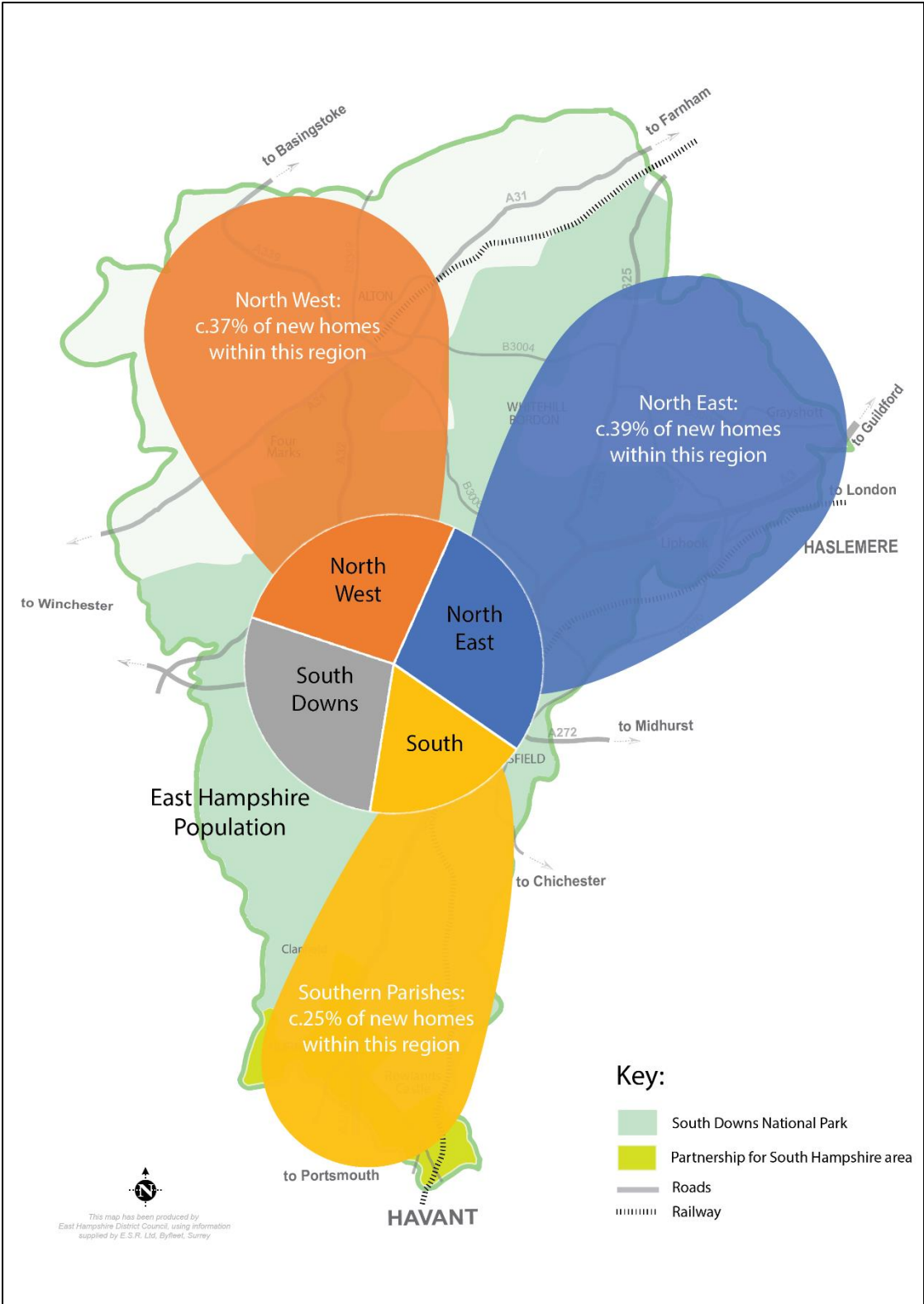
The Council's evidence ([HEDNA 2022](#)) shows that 72.5% of East Hampshire's population in 2020 was located in its planning area, with the remainder of the population in the SDNP. Different numbers of people live in the North East, the Southern Parishes and the North West parts of the planning area, so it would be possible to identify land for new housing in proportion to these numbers. The underlying reason for doing so would be to place new homes within, or in close proximity to communities that could best accommodate the growth. This could avoid the situation of smaller communities being overwhelmed by large-scale growth.

Depending on the sites that are selected to deliver this option, it could be good for:

- Mitigating greenhouse gas emissions relating to transport
- Accessibility to local employment and training opportunities
- Meeting affordable housing needs where they arise

But it could also be less good for:

- Building homes in areas with the lowest risk of flooding
- Supporting the growth and prosperity of south Hampshire
- Avoiding impacts on the most important wildlife habitats



Option 3: Distribute new development by population

Option 4: Concentrate development in a new settlement

This option would involve allocating a new settlement for over 1,500 new homes accompanied by new community facilities, employment opportunities and open space, reducing the amount of new housing in or adjoining existing settlements.

In 2019, the Council identified some “[large development sites](#)” that were thought to have potential for 600+ new homes and other supporting development. Some of those large sites might be too small or too constrained to create sustainable new communities in their own right. Others remain as possible site options for the emerging Local Plan. However, for this consultation, it is important to consider whether there are larger new settlement options that could accommodate 1,500+ new homes. Sites of this scale could follow the principles for developing “[garden villages](#)”.

The underlying reason for concentrating development in a new settlement is that it could enable new infrastructure, services and facilities to be developed in close proximity to new housing. The phased delivery of new development could also be masterplanned to avoid any delay between new homes and the infrastructure that is intended to meet their needs.

In order to fully meet our housing needs, this option would also require further development in other locations.

Depending on the site(s) that are selected to deliver this option, it could be good for:

- Mitigating greenhouse gas emissions relating to development
- Meeting the district’s affordable housing needs
- Avoiding impacts on the most important wildlife habitats

But it could also be less good for:

- Building homes in areas with the lowest risk of flooding
- Meeting the development needs of existing communities
- Supporting the growth and prosperity of south Hampshire

Choosing the best option to inform a strategy

The preceding options all concern the high-level principles that the Council should follow, when determining its “reasonable alternatives” for the new land allocations of the emerging Local Plan.

Development Strategy consultation question

DEV1 Please rank these options in order of preference

- Option 1: Disperse new development to a wider range of settlements
- Option 2: Concentrate new development in the largest settlements
- Option 3: Distribute new development by population
- Option 4: Concentrate development in a new settlement

DEV2 Why have you ranked the options in this way? (Please give reasons for your chosen ranking)

In addition to this “top-down” approach to planning for new development, we will also need to consider the site-specific constraints and opportunities for the land that is being made available for development.

When taking account of site-specific information, it is likely that the emerging Local Plan would include sites that do not fit neatly under one or more of the four options. However, it’s important that the process of site-selection starts from the right point of departure.

Development Strategy consultation question

DEV3 Are there any alternative options we should consider? (Y/N)

DEV3a If yes, please explain.

Next Steps



We will review the responses and consult with you again next year.

We will publish feedback from this consultation.

The timescales for the preparation of the Local Plan, are available in the [Local Development Scheme](#).

General consultation question

GEN1 How do you feel about this consultation? (Very happy / Happy / Neutral / Unhappy / Very unhappy).

GEN2 Is there anything else you would like to tell us in response to this consultation? (please explain).

Abbreviations and Glossary

Abbreviations

AONB – Area of Outstanding Natural Beauty

BNG – Biodiversity Net Gain

CIL- Community Infrastructure Levy

EHDC – East Hampshire District Council

HRA- Habitats Regulations Assessment

HEDNA – Housing and Economic Development Needs Assessment

LPA – Local Planning Authority

SDNP- South Downs National Park

NPPF – National Planning Policy Framework

ONS – Office for National Statistics

PfSH – Partnership for South Hampshire

PPG – National Planning Practice Guidance

SAC – Special Area of Conservation

SANG – Suitable Alternative Natural Greenspace

SoCG – Statements of Common Ground

SPA – Special Protection Area

Glossary

Accessibility: The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

Affordable housing: (*taken from NPPF 2021*) Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

a) Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

b) Starter homes: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.

c) Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

d) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low-cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.

Ageing Population: This occurs when the median age of a region rises and a rise in the proportion of the population that is elderly. This happens because of rising life expectancy and/or declining birth rates and migration patterns, e.g. out-migration of younger people and families and in-migration of elderly people to the area.

Ancient Woodland: An area that has been wooded continuously since at least 1600 AD.

Appropriate Assessment: or Habitats Regulations Assessment tests whether a plan or a project is likely to have a significant negative impact on any Internationally Designated site.

Avoid (biodiversity): Ensuring that negative impacts do not occur as a result of planning decisions by, for example, locating development away from areas of ecological interest.

Biodiversity: The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

Brownfield land: Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

Buffer Zone: An area of land separating certain types of development from adjoining sensitive land uses.

Care homes: A care home is a residential setting where a number of people live, usually in single rooms, and have access to on-site care services. A home registered as a care home will provide personal care - help with washing, dressing and giving medication.

Climate Change: Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Contemporary climate change has been unequivocally linked to human activity, including fossil fuel consumption.

Climate Change Adaption: Adjustments to natural or human systems in response to the actual or expected impacts of climate change, to moderate harm or exploit beneficial opportunities.

Climate Change Mitigation: Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions (such as carbon dioxide).

Climate Emergency: a situation in which urgent action is required to reduce or halt climate change and avoid potentially irreversible environmental damage resulting from it.

Community: A group of people living in a particular local area.

Community Infrastructure Levy: A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.

Decentralised energy: Local energy that is generated off the main energy grid. It is usually but not always on a relatively small scale, encompassing a diverse range of renewable or low-carbon technologies.

Design Code: A set of illustrated design rules and requirements which instruct and may advise on the physical development of a site or area. The graphic and written components of the code are detailed and precise, and build upon a design vision such as a masterplan or other design and development framework for a site or area.

Design Guide: A document providing guidance on how development can be carried out in accordance with good design practice, often produced by a local authority with a view to retaining local distinctiveness.

Development Strategy: an expression as to how development will be planned for across the district, in terms of scale and location.

Duty to Cooperate: the means for ensuring that strategic planning issues that are likely to have an impact beyond immediate local plan areas are addressed appropriately with the relevant partners, to maximise the effectiveness of policy and plan-making.

Ecological Network: These link sites of biodiversity importance.

European site: Protects certain species of plants and animals. Relates to Special Areas of Conservation, Special Protection Areas and Ramsar sites. All form part of the national site network (formally known as Natura 2000 sites).

Evidence Base: Information gathered by a Local Planning Authority to support the Local Plan and other Development Plan Documents.

Extra Care Housing: The term 'extra care' housing is popular with people whose disabilities, frailty or health needs make ordinary housing unsuitable but who do not need or want to move to long-term care (residential or nursing homes). It is used to describe a range of developments that comprise self-contained homes which have been designed, built or adapted to facilitate the care and support needs that its owner/tenants may have now or in the future, with access to care and support twenty-four hours a day either on site or by call. It is also known as 'very sheltered housing', 'housing with care', 'assisted living' and 'close care'.

Green corridor / wildlife corridor: Linear natural infrastructure, such as trees and plants, that link up other green and open spaces to form a green network. These networks provide both ecological services, such as habitats and resources for wildlife; whilst also providing services to populations such as connecting to the national cycle network, town and city centres, places of employment and community facilities through the provision of sustainable and active transport routes and open spaces.

Greenhouse Gas Emissions: emissions that contribute to climate change as a result of their tendency to trap heat in the atmosphere. These arise from natural processes,

but since the industrial revolution, large increases have been associated with human activities such as the burning of fossil fuels.

Green Infrastructure (GI): A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

Habitat: Place where an organism or a community of organisms live, including all living and non-living factors and conditions of the surrounding environment.

Habitats Regulation Assessment: Also known as an Appropriate Assessment. Used to assess the impacts of proposals and land-use plans against the conservation objectives of an Internationally Designated site and to ascertain whether it would adversely affect the integrity of that site.

Harm (biodiversity): Any impact, direct or indirect, that may have an adverse effect on a biodiversity interest.

Housing mix: A mix of homes of different types, sizes and tenures to support the requirements of a range of household sizes, ages and incomes. Different house types include detached houses, semi-detached houses, terraced houses, flats and bungalows.

Infrastructure: Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

Local Development Scheme: A project plan which sets out the timetable for the production of new or revised development plan documents which will form the Council's Local Development Plan.

Local Need Housing: Housing requirements generated by the indigenous population rather than by in-migration.

Local Plan: The plan for the future development of a local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004.

Local Planning Authority (LPA): The public authority whose duty it is to carry out specific planning functions for a particular area.

Living Locally: this is the concept of being able to access by walking or cycling, facilities you may need on a daily basis such as the local primary school or shop. This reflects the idea of the 20 minute neighbourhood and the creation of attractive, safe and walkable environments.

Market Housing: Private housing for rent or for sale, where the price is set in the open market.

Mitigate (biodiversity): Mitigation encompasses a suite of practices, ranging from planned avoidance of impacts to creation of new natural habitats. Measures to mitigate are ones taken which reduce negative impacts.

National Park: The statutory purposes of national parks are to conserve and enhance their natural beauty, wildlife and cultural heritage and to promote opportunities for public understanding and enjoyment of their special qualities. National parks are designated by Natural England, subject to confirmation by the Secretary of State under the National Parks and Access to the Countryside Act 1949.

National Planning Policy Framework (NPPF): The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.

National Planning Policy Guidance (NPPG): The planning practice guidance supports the framework.

Neighbourhood Plans: A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

Net gain (biodiversity): Is an approach to development which leaves biodiversity in a better state than before.

Net-zero carbon development (including net-zero carbon homes): new development that does not directly result in an increase to greenhouse gas (principally carbon dioxide) emissions when these are calculated in accordance with an agreed methodology. Wherever practicable, any increases in emissions that would be associated with a building during its lifetime – such as by its construction, or subsequently through its use – would be overcome by considering its location, design, layout and/or the use of renewable or low carbon energy.

Older people: People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

Open space: All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

People with disabilities: People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.

Previously developed land: See 'Brownfield land'

Priority habitats and species: Priority habitats and species: Species and Habitats of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.

Protected Species: Plants and animal species afforded protection under certain Acts and Regulations.

Public Open Space: Urban space, designated by a council, where public access may or may not be formally established, but which fulfils or can fulfil a recreational or non-recreational role (for example, amenity, ecological, educational, social or cultural usages).

Ramsar Sites: Wetlands of international importance, designated under the 1971 Ramsar Convention.

Registered Providers: Registered Providers are government funded not-for-profit organisations that provide affordable housing. They include housing associations, trusts and cooperatives. They work with local authorities to provide homes for people meeting the affordable homes criteria. As well as developing land and building homes, they undertake a landlord function by maintaining properties and collecting rent.

Renewable and Low Carbon Energy: renewable energy is energy that is obtained from sources that are constantly renewed through natural processes. Examples of renewable energy sources include wind, solar and geothermal power, which may be used for heating and cooling, as well as for generating electricity. Low carbon energy technologies are those that can help to reduce emissions compared to conventional use of fossil fuels.

Settlement: A settlement typically consists of a village, comprised of more than a group of houses, or farmstead, including at least one service or facility, such as a village hall, public house or school.

Settlement Hierarchy: this is when settlements are assessed in accordance with their level of facilities and how accessible these are to determine their functionality and relationship with each other. A hierarchy typically ranks settlements with the most favourable provision of services, facilities and accessibility at the top of the list and uses this list to determine an appropriate growth strategy.

Special Area of Conservation (SAC): European designated sites identified as being of importance for a variety of wild animals, plants and habitats.

Special Protection Area (SPA): Areas classified under regulation 15 of the Conservation of Habitats and Species Regulations 2017 which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds.

Site of Importance for Nature Conservation (SINC): Non-statutory sites of critical importance for nature conservation which have been identified because their flora and fauna are of County or Regional wildlife value.

Spatial Vision: A brief description of how the area will be changed at the end of a plan period.

Special Needs Housing: Housing to meet the needs of groups of people who may be disadvantaged, such as the elderly, the disabled, students, young single people, rough sleepers, the homeless, those needing hostel accommodation, key workers, travellers and occupiers of mobile homes and houseboats.

Standard Method: this is the means of calculating local housing need for a district by applying a set formula as prescribed in government guidance, using published data sources.

Strategic Environmental Assessment: A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

Suitable Alternative Natural Greenspace (SANG): Provide alternative green space to divert visitors from visiting a Special Protection Area (for example, the Wealden Heaths Phase II Special Protection Area). SANG is intended to provide avoidance measures for the potential impact of residential development on an SPA by preventing an increase in visitor pressure on the SPA.

Sustainability Appraisal (SA): Sustainability Appraisal is a tool used to appraise planning policy documents in order to promote sustainable development. Social, environmental and economic aspects are all taken into consideration. Sustainability Appraisal is a compulsory requirement under the 2004 Planning and Compulsory Purchase Act and the 2001/42/EEC European Directive.

Travellers: see [national planning policy](#) for the full definition of travellers and travelling showpeople.