



Background Paper: SETTLEMENT BOUNDARY REVIEW

October 2017

Background Paper: Settlement Boundary Review

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1.0 Introduction

- 1.1 A series of background papers have been produced to accompany the Regulation 18 consultation on the Draft Fareham Local Plan 2036. The background papers provide an understanding of the latest evidence base and the reasoning for the policy approaches in the Plan.
- 1.2 The purpose of this background paper is to explain the processes undertaken to review the settlement boundaries in the Borough. The paper explains the methodology chosen to amend the boundaries and provides information on how they are defined. It is essential that any amendments to the settlement policy boundaries can be justified and are supported by clear evidence. The paper includes considerations when determining if and how the settlement boundary should be changed.
- 1.3 The next version of this background paper will take into account the results of the Regulation 18 consultation and help to shape the next stage of the Local Plan making process. Please see our Local Development Scheme¹ (LDS) for further details of the current timetable for the Fareham Local Plan 2036.

¹ http://www.fareham.gov.uk/planning/local_plan/lds.aspx

2.0 Policy Context

- 2.1 Fareham Borough Council's current adopted Local Plan comprises of the following three parts:
- Local Plan Part 1: Core Strategy (August 2011);
 - Local Plan Part 2: Development Sites and Policies (June 2015); and
 - Local Plan Part 3: The Welborne Plan (June 2015)
- 2.2 Local Plan parts 1 and 2 will be replaced by the Fareham Local Plan 2036 once adopted.
- 2.3 The National Planning Policy Framework (NPPF) was published in March 2012, with the overarching theme to secure sustainable development whilst having regard to environmental, social and economic factors. The NPPF requires that:
- Plans should allocate land with the least environmental or amenity value.
 - Planning policies and decisions should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.
 - Planning policies and decisions should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.
- 2.4 There are no specific requirements within the NPPF or the Planning Practice Guidance (PPG) to review settlement boundaries as part of the Local Plan, and that is it for individual Local Planning Authorities to determine the most appropriate approach, based on local circumstances. However, it is clear in the NPPF that there should be a clear separation of the urban areas from the defined countryside.

3.0 Background

- 3.1 The need to review settlement policy boundaries forms part of a comprehensive review of the existing Fareham Local Plan. Historically, land in Fareham Borough has been allocated for housing and employment within the Defined Urban Settlement Boundaries (DUSB's), therefore there has not been a requirement since the Local Plan Review 2000 for a review of the settlement boundaries. This has also reflected national and local policy aimed at promoting the development of previously developed land and protecting the countryside.
- 3.2 The production of a new Local Plan, to reflect increased housing needs provides an opportunity to review and evaluate the settlement boundaries to reflect any changes that have occurred and ensure the boundary remains effective going forward.

What is a settlement boundary?

- 3.3 Settlement boundaries separate the defined urban areas from the open countryside and are an essential tool for the management of development. Generally Local Plan policies tend to be worded to permit development within urban areas, subject to other material considerations, and restrict development in the countryside. The reasons for establishing settlement boundaries include:
- Directing development to more sustainable locations in terms of accessibility and proximity to public transport, and in terms of being well served by existing essential services and facilities.
 - Protect the countryside from the encroachment of land uses more characteristic of urban areas, conserve heritage assets, the natural environment and landscape value.
 - To assist in urban regeneration, by encouraging the re-use of brownfield land.
 - Provides a degree of certainty for landowners, developers and community groups over where development is likely to be acceptable, and where it is not.
 - Supporting the plan led approach to development as highlighted by the NPPF, which emphasises a controlled approach to growth rather than adhoc and inconsistent decision making.
- 3.4 The settlement boundaries to be reviewed are those defined by the 2015 Policies Map which accompanies Local Plan Part 2 (LP2): Development Sites and Policies.
- 3.5 Land within the urban settlement boundaries will be considered suitable for development if it meets all other policy considerations within the Fareham Local Plan 2036.

Current Local Planning Policies

- 3.6 Generally national and local policies have sought to avoid inappropriate development in the countryside and steer development to land within the settlement boundaries. Therefore, settlement boundaries have an important role to play in the unplanned expansion of urban areas. A review of the settlement policy boundaries did not take place as part of LP1 or LP2 as the aim of those documents was to focus development within urban areas. In addition, the Council has been able to clearly demonstrate through the preparation of LP1 and LP2 that there are sufficient sites within the existing DUSBs to meet the Borough's housing requirement. Policy CS6 of the Core Strategy states,

"in identifying land for development, priority will be for the reuse of previously developed land, with the defined urban settlement boundaries".

- 3.7 The inspector in his report on the Core Strategy concluded that the approach for

providing new housing within the defined urban areas was justified. There were discussions during the Core Strategy examination over providing a level of flexibility in respect of the housing policies and in particular, in relation to housing sites coming forward to deal with a potential increase in the housing target through the 2012 South Hampshire Strategy (SHS). In order to address this the Council made reference to a review of the settlement policy boundaries, which allowed the inspector to conclude that the Core Strategy was 'sound' in terms of the overall housing supply position

- 3.8 LP2 demonstrated a robust housing supply against the Core Strategy targets and the revised targets in the 2012 SHS. The Council concluded that a settlement boundary review was not required to meet the SHS housing increase and the housing supply could be met by sites identified within the existing urban area.
- 3.9 The Council acknowledged in the production of LP2 that a review of the settlement boundaries would be undertaken during the review of the Local Plan (i.e. Fareham Local Plan 2036).

Emerging Local Plan Policies

- 3.10 As part of this review of the settlement boundaries, any further reference to settlement boundaries in the draft Fareham Local Plan are to be subsequently referred to as "urban areas" in line with the terminology used by the NPPF.
- 3.11 As set out in the Fareham Local Plan 2036, the principle of development within the urban area boundaries will be supported provided that it complies with other relevant policies within the plan. Development will not normally be permitted outside of the urban area boundaries, subject to a number of exceptions set out in draft policies SP5, SP7, SP8, E4, CF2 and CF3.

4.0 Methodology

- 4.1 The Council has previously considered that the main purpose of a comprehensive review of settlement boundaries should be to incorporate potential areas of development within the urban area boundary, when such development is considered necessary. In addition, a review of the settlement boundaries allows for further consideration of anomalies and other matters, such as planning permissions for residential development or prior approvals that have been completed.
- 4.2 A review of the settlement boundaries in the Borough is based on the followed:
- A desk top exercise using the Council's existing GIS data and aerial photographs to establish land use.
 - The planning history of sites around the existing settlement policy boundaries to establish whether there are any areas that have been developed since the original boundaries were drawn.
 - Site visits to establish the land use where there were still uncertainties over what urban area boundary changes would be appropriate.
 - Consideration of sites that have been submitted to the Council through the consultation process.
 - Consideration of the Fareham Landscape Assessment (2017) which identifies area of development potential in the Borough in respect of landscape sensitivity.
- 4.3 The purpose of the review is to take account of changes that have taken place since boundaries were previously drawn and as a result of the allocation of housing sites in the draft Fareham Local Plan 2036 to ensure a consistent approach across the settlement boundaries. It is important to note that the settlement boundaries relate to policies defined in the Fareham Local Plan 2036 and therefore a number of factors need to be applied consistently when defining boundaries.
- 4.4 The following factors were considered in the assessment of each defined urban area to assist with the suitability of the amendment proposed:
- a) Permanence – It is important that the boundary of the urban area follows a feature that is more likely to remain static over time, such as an adopted road, that will act as a robust boundary. Boundary features such as hedges can be removed and are likely to be less permanent and prone to change over time.
 - b) Long established close knit development adjacent to the existing settlement policy boundary.
 - c) Sites that are allocated for housing through the Fareham Local Plan 2036 that would require a settlement policy boundary amendment.
 - d) Visual/environmental constraints - particularly in relation to landscape sensitivity, and other designations as shown on the Local Plan Policies Map 2036. It is important that there is a visual distinction between the urban area and the countryside. There are some areas of the Borough that are of high landscape value and therefore, more sensitive to change.
 - e) Existing permissions for built development that are either underway or have been built out, including prior approvals, that are adjacent to the urban area.
 - f) Curtilages which are contained and are visually part of the defined urban area rather than the open countryside.
 - g) Areas where the existing settlement boundary cuts through existing development and does not represent a logical boundary of the urban area.
- 4.5 The following uses may be excluded from the settlement boundaries:
- Large residential gardens or open paddocks – their inclusion and potential development could harm the form and character of the urban area. For instance,

large gardens and open areas may be more visually related to the open countryside than the urban area. The development of these areas could set a precedent and alter the structure of the urban area.

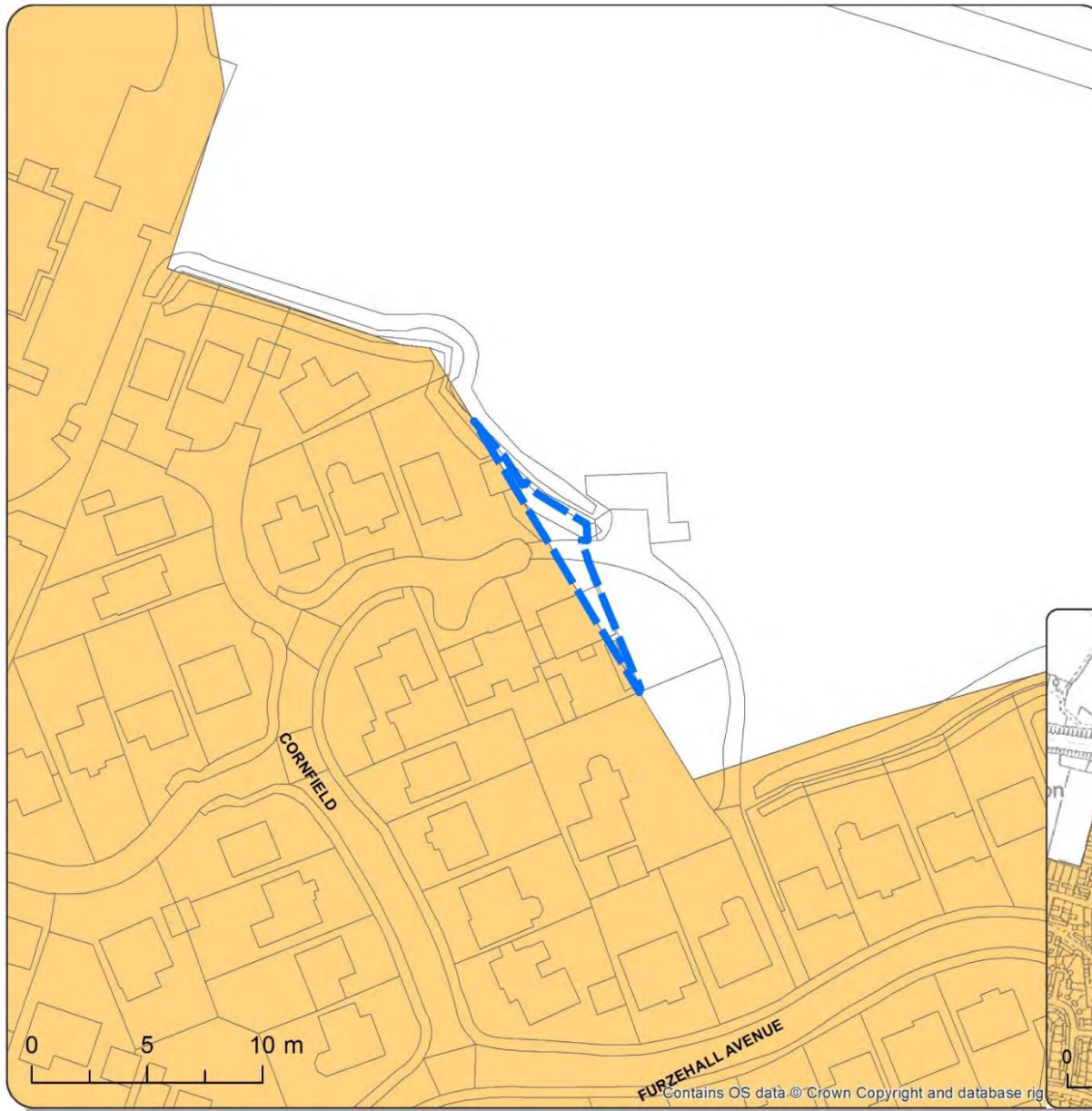
- Uses that are not normally found within the settlement policy boundary – such as minerals extraction/landfill, sewage treatment works.
- Isolated development which is physically or visually detached from the urban area.

5.0 Urban Areas

- 5.1 The current settlement boundaries in the Borough are established in the Policies Maps for the LPP2. There are 9 settlement boundaries as follows:
- Fareham
 - Funtley
 - Hook and Chilling
 - Lower Swanwick
 - Portchester
 - Stubbington and Hill Head
 - Titchfield
 - The Western Wards
 - Whiteley
- 5.2 As part of this review of the settlement boundaries, any further reference to settlement boundaries in the draft Fareham Local Plan are to be subsequently referred to as “urban areas” in line with the terminology used by the NPPF. A schedule and maps of the proposed changes to the urban areas have been provided where there is an amendment to an urban area. The urban areas are presented in alphabetical order. The schedule of changes lists a reference code in relation to the proposed area to be included within the urban area, along with the reason for the proposed change, including reference to the relevant criteria set out in the methodology section of this paper.
- 5.3 The maps provide an illustration of the proposed amendment to the urban area. The existing settlement boundary is illustrated by a solid black line on the indicative maps. The proposed changes to the settlement boundaries (referred hereon as the urban area) are shown as following:
- Extensions to the urban area boundary are shown as a blue dotted line.
 - Reductions to the urban area boundary are shown as a purple dotted line.
 - No change to the boundary will be shown as an orange dotted line.
- 5.4 Amendments to the urban area boundaries are taking place alongside preferred housing site allocations within the Fareham Draft Local Plan. As such, the schedule of changes for each urban area also includes those changes required to accommodate the proposed housing site allocations.
- 5.5 Following consultation feedback on the Draft Local Plan and supporting evidence (Regulation 18), further adjustments to the urban area boundaries may be required, if they are considered necessary and justified.
- 5.6 Amendments are proposed for all urban areas, with exception only to the urban area boundary for Hook and Chilling.

Fareham

Ref.	Location	Criteria	Action	Reason for change
FA1	Newgate Lane Housing Allocation	c)	Amend boundary to include proposed housing and employment allocations.	Sites are proposed for either housing or employment in the Fareham Draft Local Plan 2036. Amendment of the urban area boundary is required to include these proposed allocations.
FA2	Fort Wallington Industrial Estate, Standard Way			
FA3	Land at 12 Cornfield	f) and g)	Minor amendment to boundary to include dwelling.	The urban area boundary cuts through the existing dwelling of 12 Cornfield, which is visually well related to the existing urban area.
FA4	Land off Samuel Mortimer Close	a) and g)	Amend boundary to ensure a consistent approach along 7 - 15 Samuel Mortimer Close.	Existing settlement boundary cuts through a number of dwellings along Samuel Mortimer Close, therefore amendment of the boundary is required to ensure there is a consistent approach to defining the urban area boundary.
FA5	Land to the rear of 34-38b Ranvilles Lane	a) and g)	Amend boundary to ensure a consistent approach along 34 – 38b Ranvilles Lane.	Existing settlement boundary bisects through part of 34 Ranvilles Lane and a reduction of the boundary is required to ensure there is a consistent approach to defining the urban area boundary.



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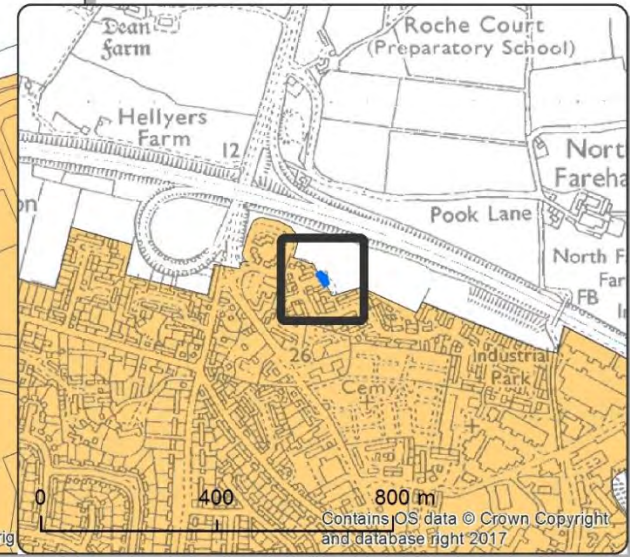
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- CURRENT URBAN BOUNDARIES

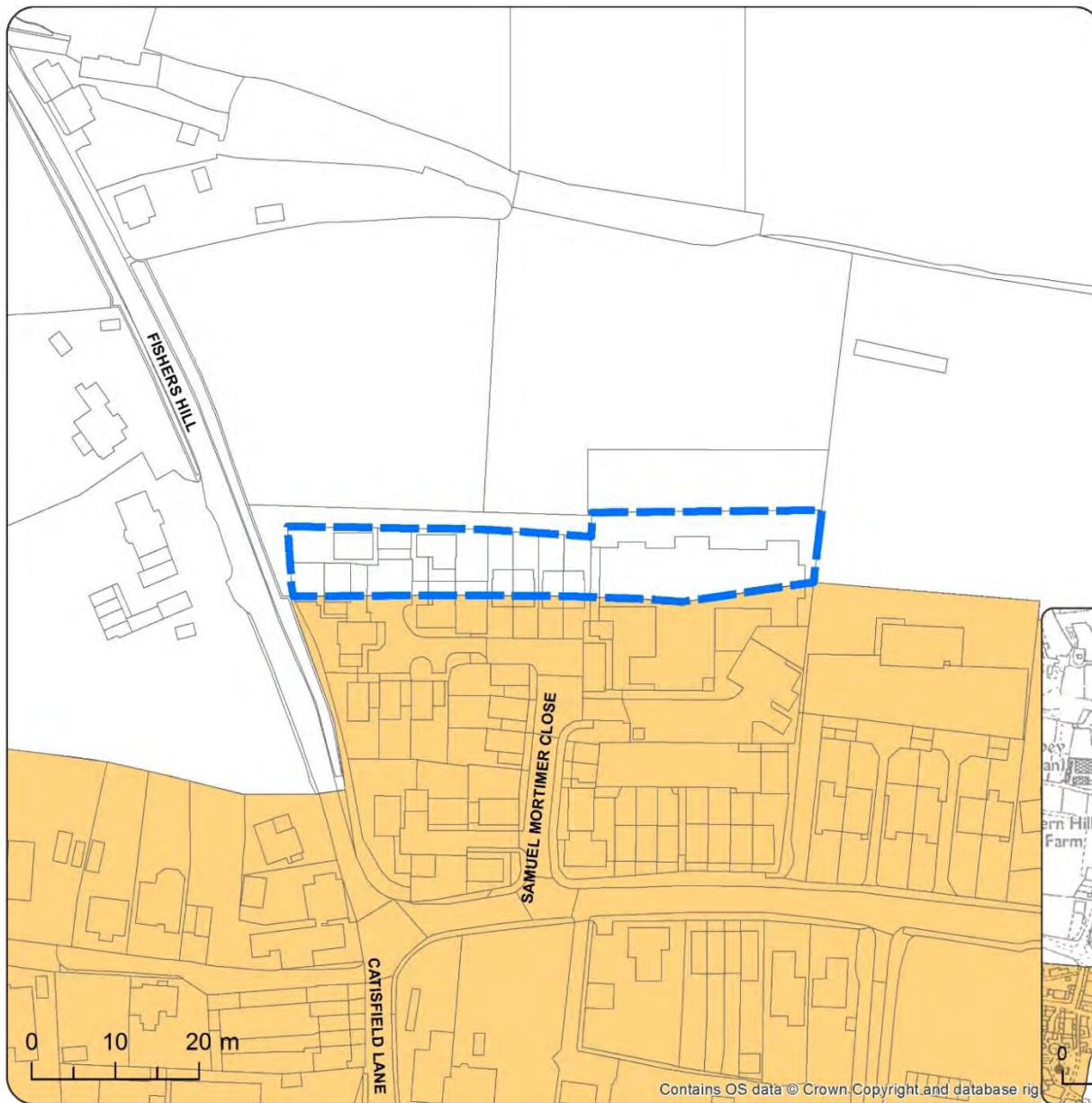
FA3

LAND AT 12 CORNFIELD,
FAREHAM

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BOUNDARY EXTENSION

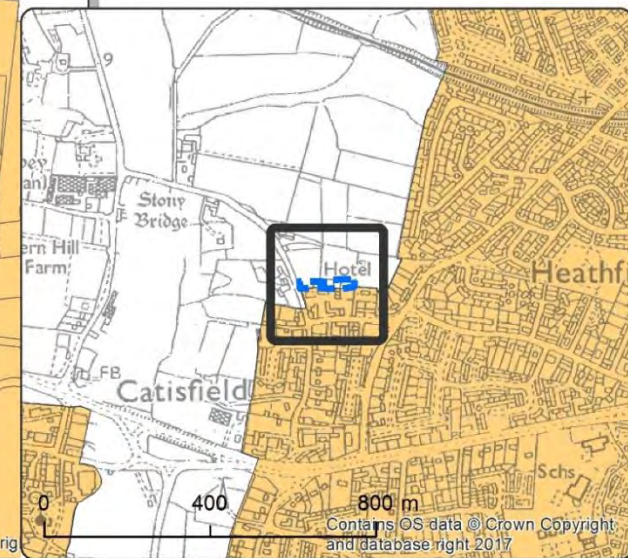
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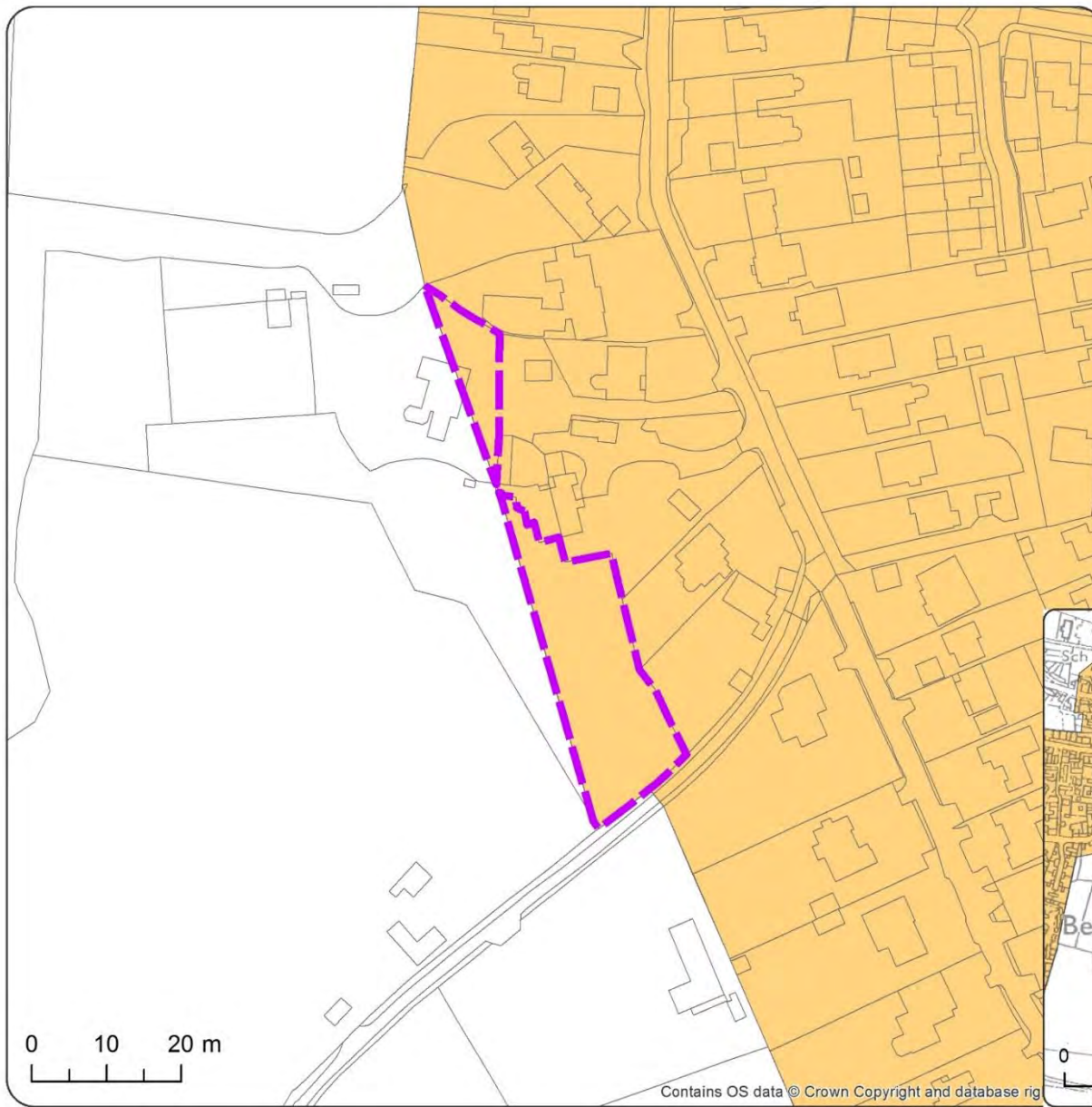
FA4

SAMUEL MORTIMER CLOSE,
FAREHAM

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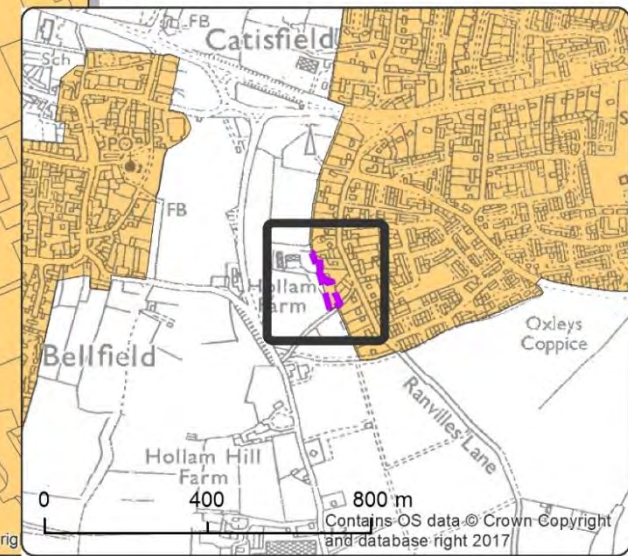
- BOUNDARY REDUCTION
- CURRENT URBAN BOUNDARIES

FA5

LAND TO THE REAR OF 34-38B
RANVILLES LANE

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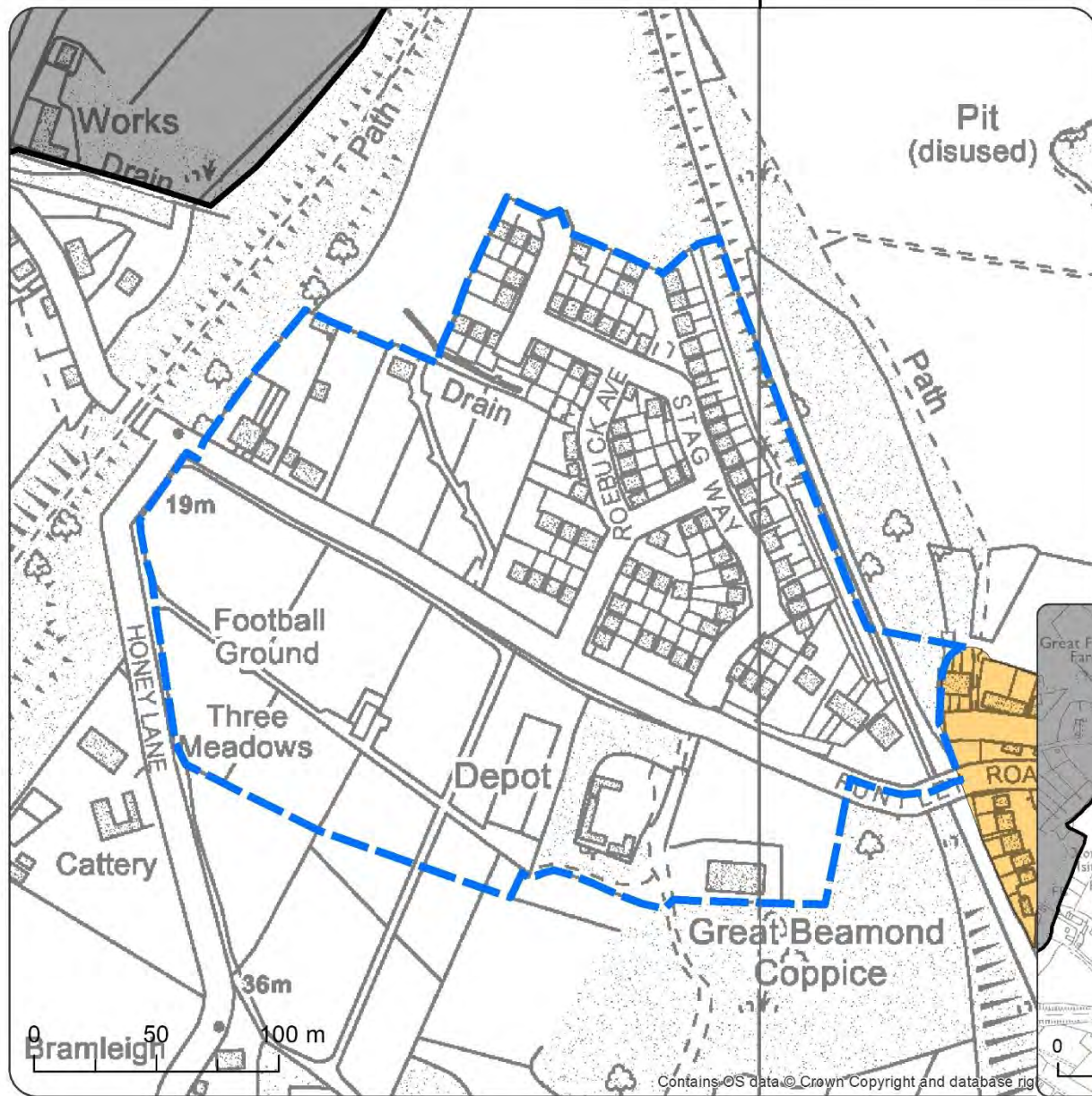
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Funtley

Ref.	Location	Criteria	Action	Reason for Change
FUN1	Residential development along Stag Way, Dear Leap and Roebuck Avenue	b)	Amend boundary to the west of Funtley to include both existing and proposed residential development.	Sites north and south of Funtley Road are proposed as housing allocations in the Draft Local Plan 2036. Therefore, amendment of the urban area boundary is required as a result.
FUN2	104 Funtley Road	a) and g)	Minor amendment to the urban area boundary.	Existing settlement boundary cuts through 104 Funtley Road and amendment of the boundary is required to ensure there is a consistent approach to defining the urban area boundary around property curtilages.

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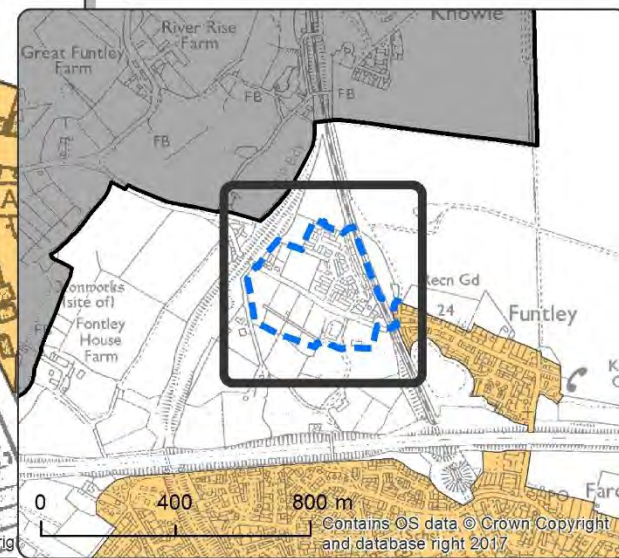
- BOUNDARY EXTENSION
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FUN1

RESIDENTIAL DEVELOPMENT
ALONG FUNTLEY ROAD, STAG
WAY, DEAR LEAP AND ROEBUCK

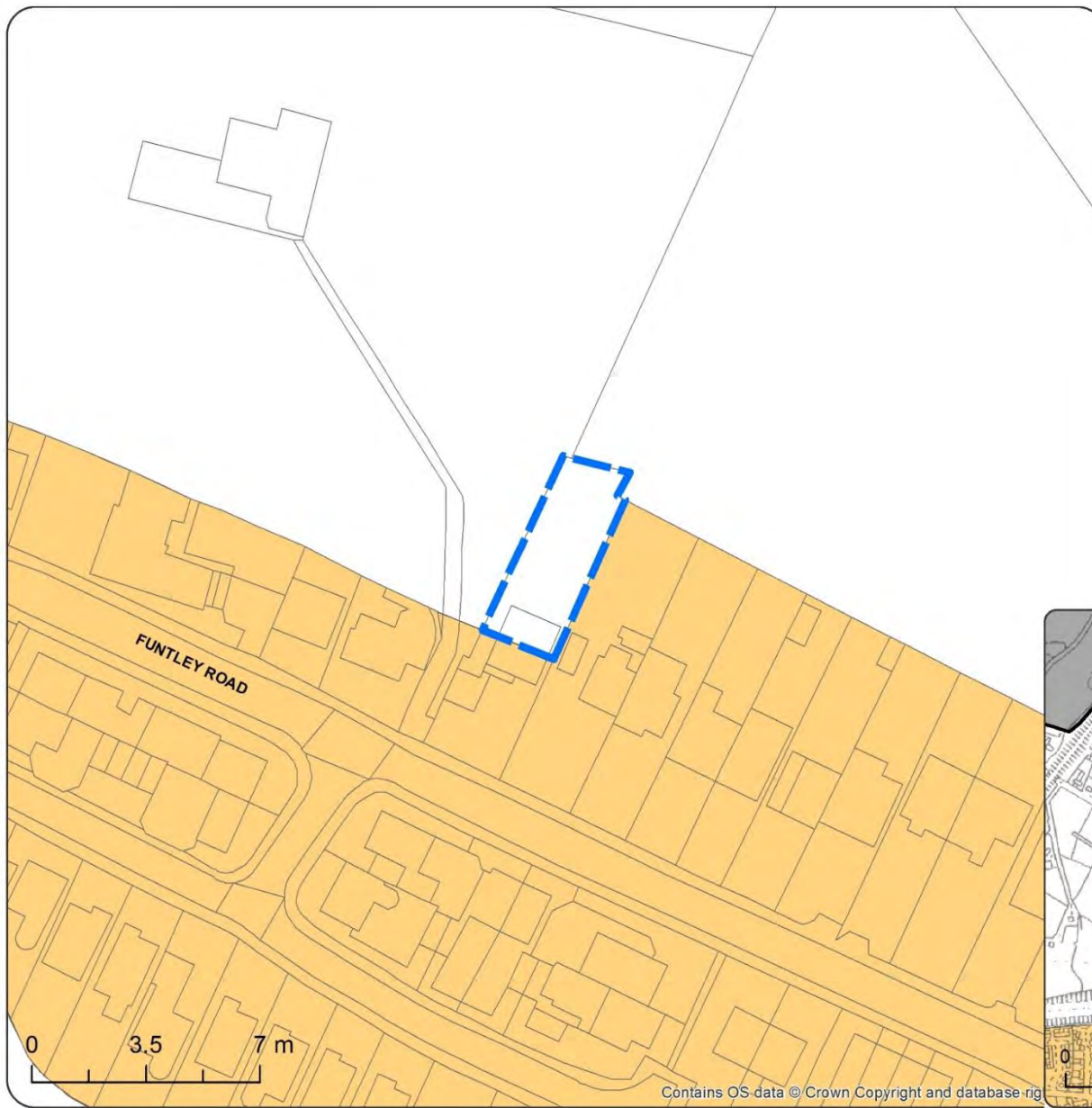


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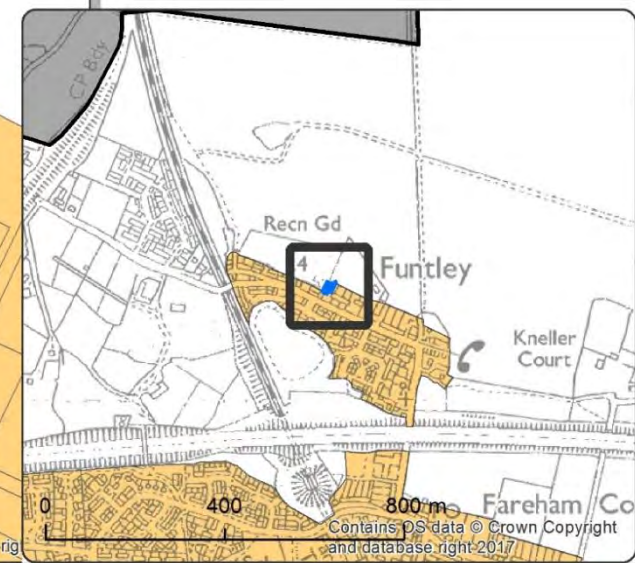
-  **BOUNDARY EXTENSION**
-  **CURRENT URBAN BOUNDARIES**

FUN2

104 FUNTLEY ROAD, FAREHAM

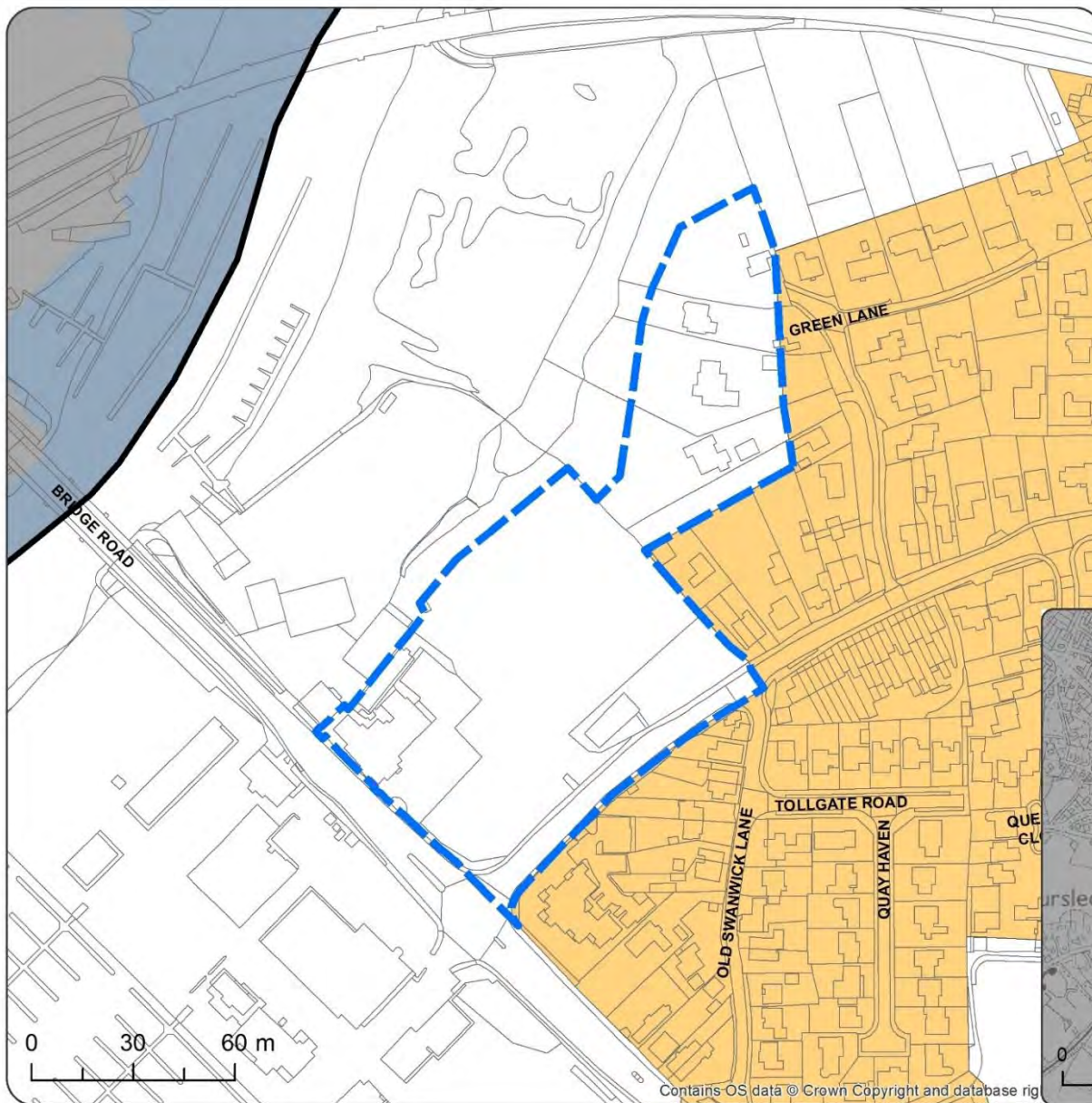


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
Lower Swanwick

Ref	Location	Criteria	Action	Reason for Change
LS1	Compass Way and Houses off Green Lane	e), f) and g)	Amend boundary to include dwellings to the west of Green Lane and north of Bridge Road	Small area of land to the west of Green Lane that is visually part of the urban area and separated from the open countryside. In addition, the land adjacent to The Navigator public house has permission following appeal (P/13/1121/OA).
LS2	Anglers Way and Querida Close, Lower Swanwick	f) and g)	Minor amendment to the boundary.	The existing settlement boundary bisects a number of properties along the southern edge of the urban area of Lower Swanwick, particularly along Anglers Way, Querida Close and Lower Swanwick Road. Amendment of the boundary is required to ensure a consistent approach to defining the urban area boundary.



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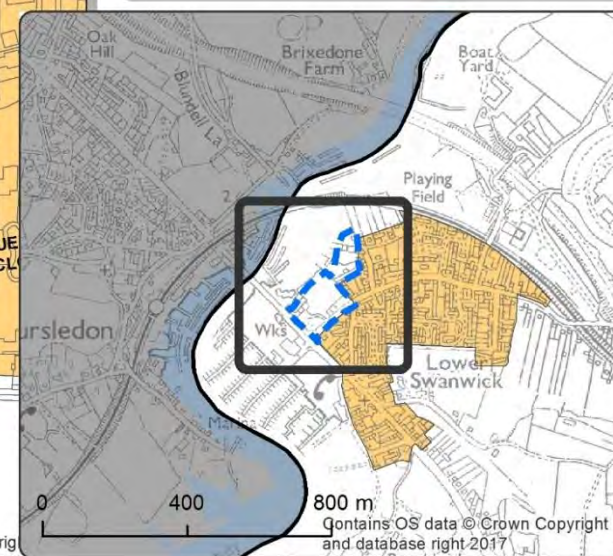
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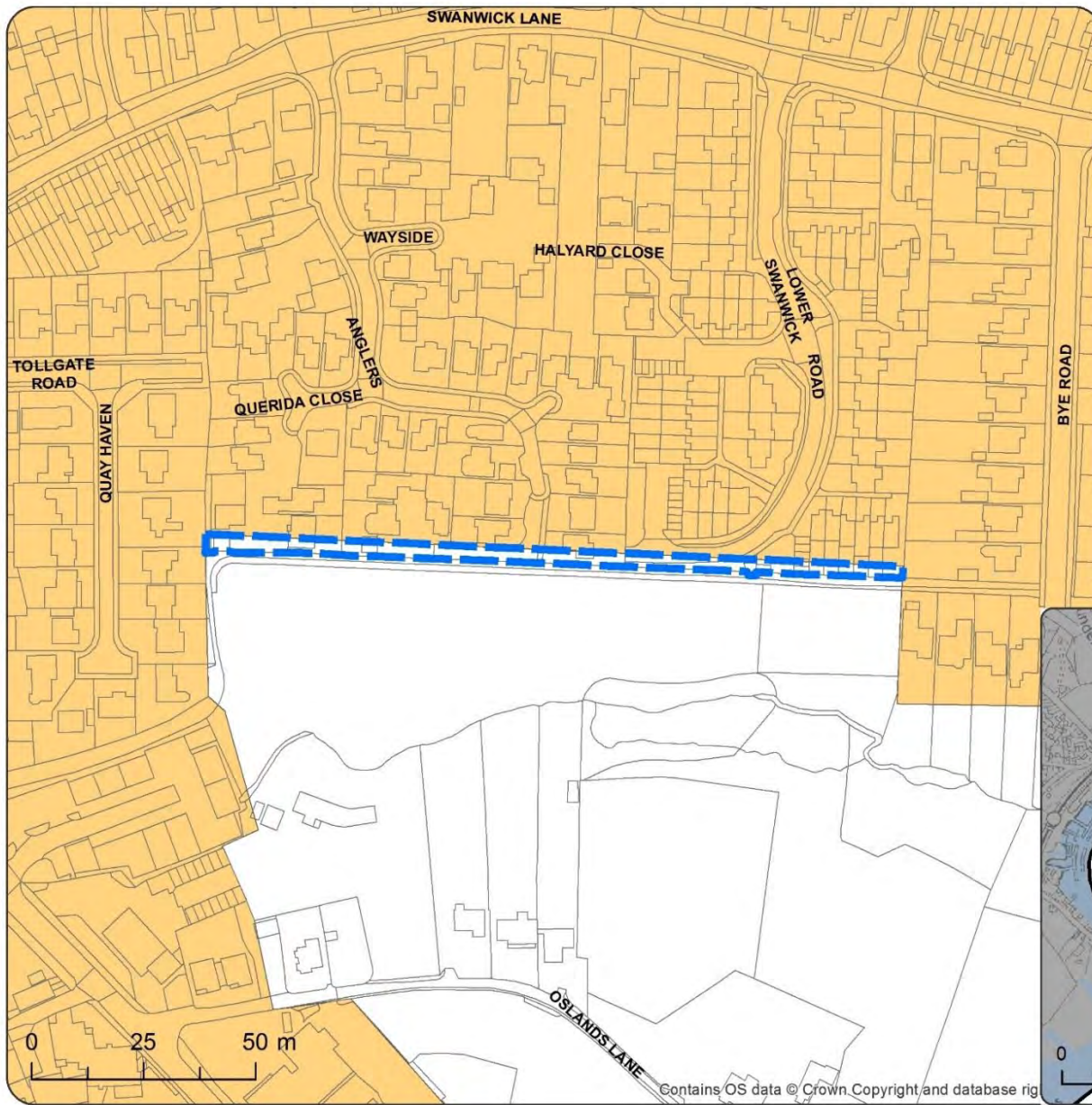
LS1

COMPASS WAY AND HOUSES
OFF GREEN LANE, LOWER
SWANWICK



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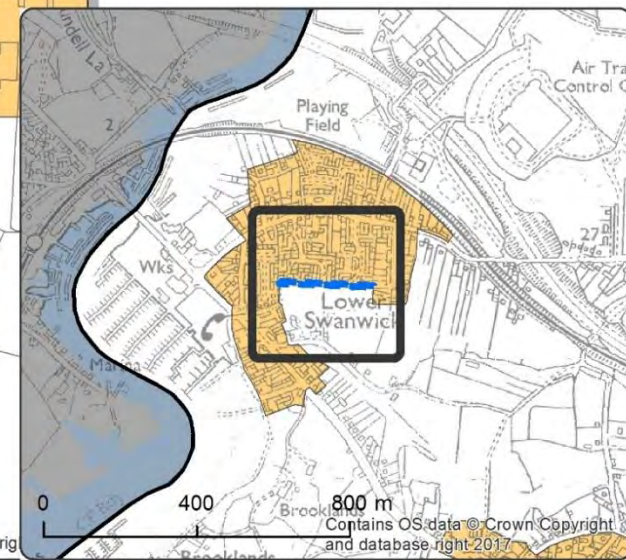
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LS2

ANGLERS WAY AND QUERIDA CLOSE, LOWER SWANWICK

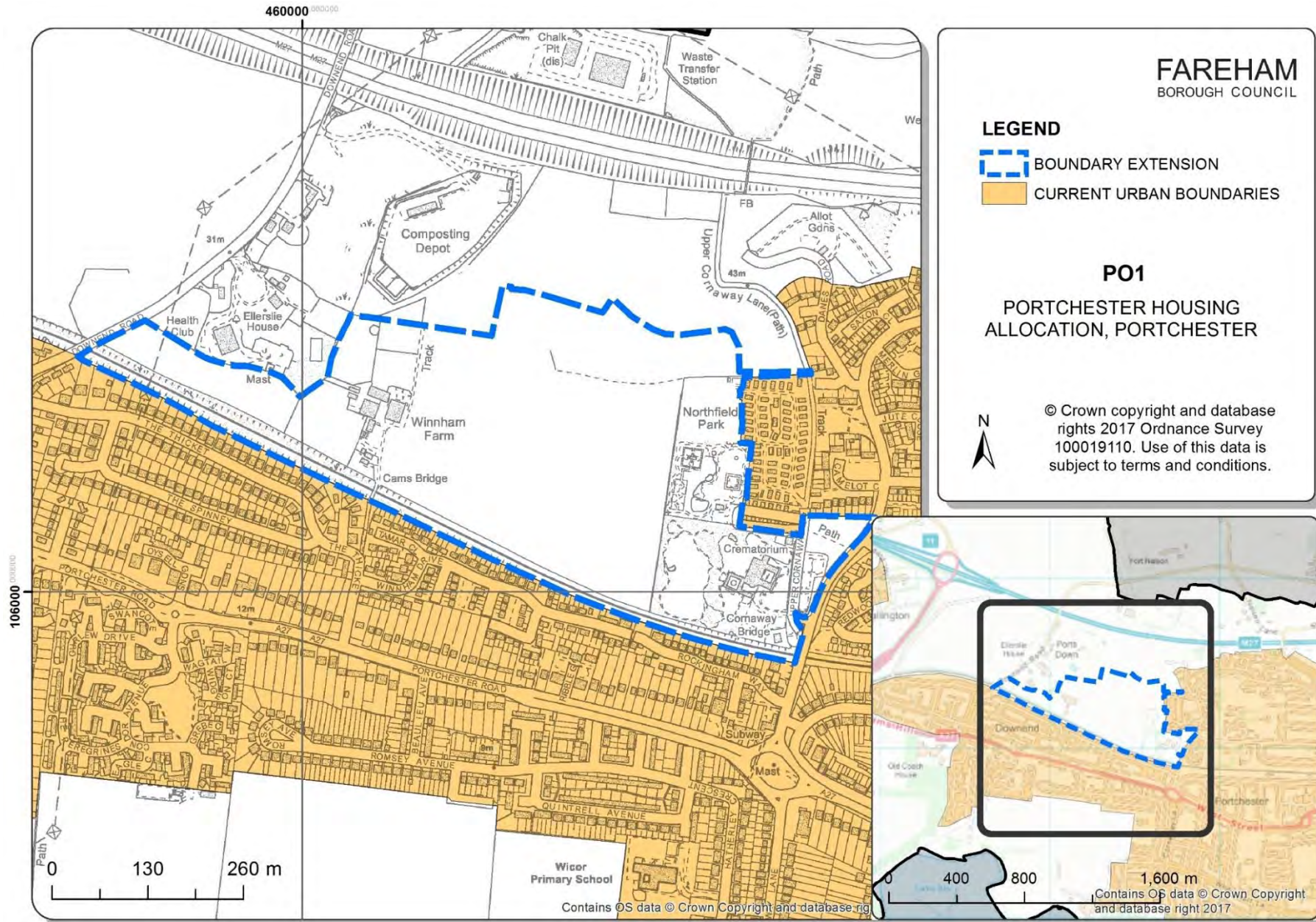
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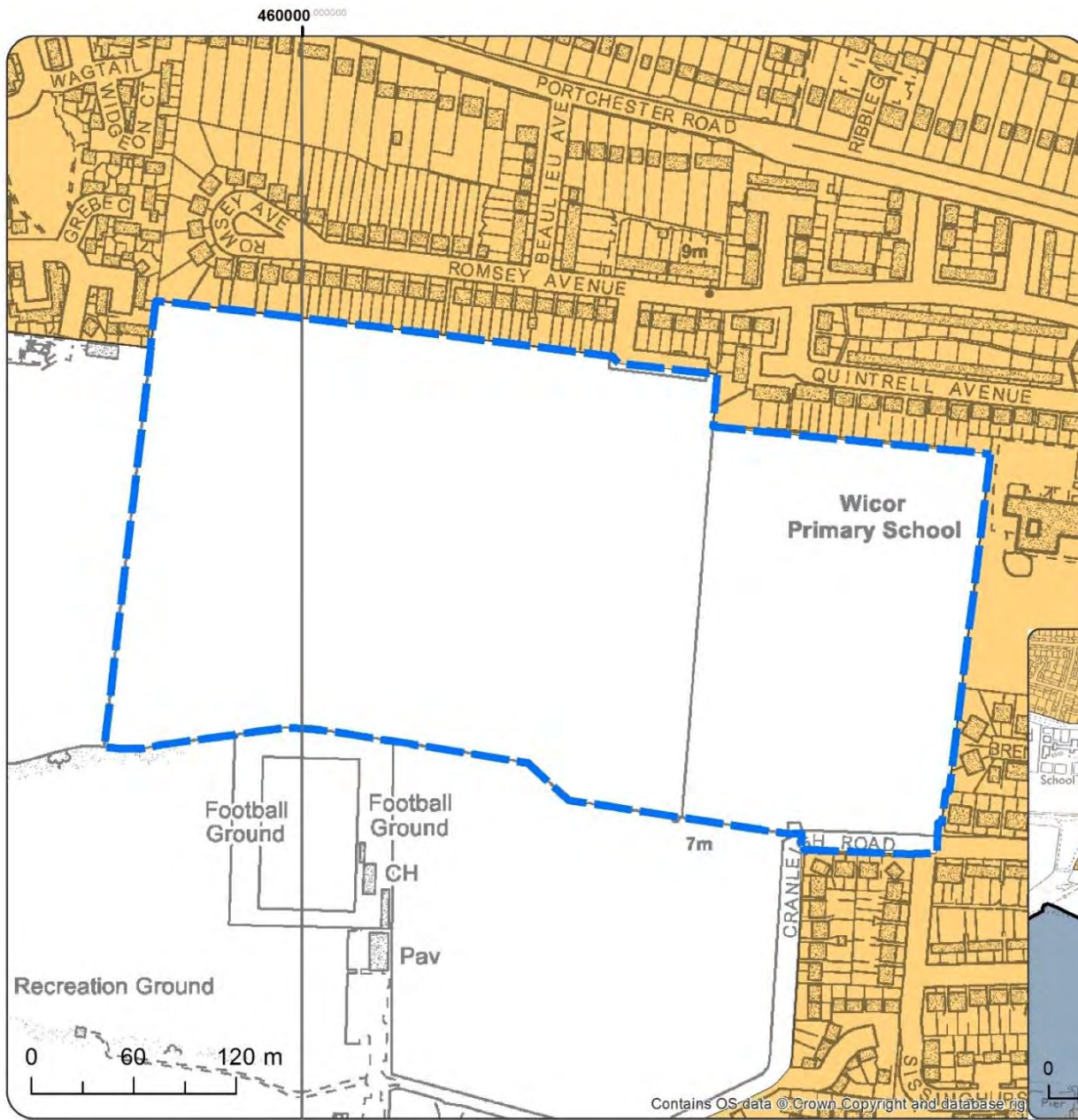
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Portchester

Ref.	Location	Criteria	Action	Reason for Change
PO1	Downend Road East / Northfield Park / Portchester Crematorium	c) and e)	Amend boundary to include proposed housing allocation (HA4) and the existing development at Northfield Park and Portchester Crematorium.	The site at Downend Road East is proposed for housing in the Draft Local Plan 2036. This requires the amendment of the urban area boundary to include the proposed allocation, together with the existing development located between the proposed allocation and the existing urban area.
PO2	Cranleigh Road and South of Romsey Avenue		Amend boundary to include proposed housing allocations (HA5 and HA6).	Outline planning permission was granted for land at Cranleigh Road on appeal. The adjoining site (Romsey Avenue) is proposed for housing in the Draft Local Plan 2036. Amendment of the urban area boundary is proposed to include both areas.
PO3	Land on the eastern side of Castle Street	a), f) and g)	Amend boundary to ensure a consistent approach along 144 - 158 Castle Street.	Existing settlement boundary cuts through Phoenix House and amendment of the boundary is required to ensure there is a consistent approach to defining the urban area boundary.
PO4	Moraunt Drive	c)	Amend boundary to include proposed housing allocation.	Site is proposed for housing in the Draft Local Plan 2036, and therefore requires the amendment of the urban area boundary to include the proposed allocation.





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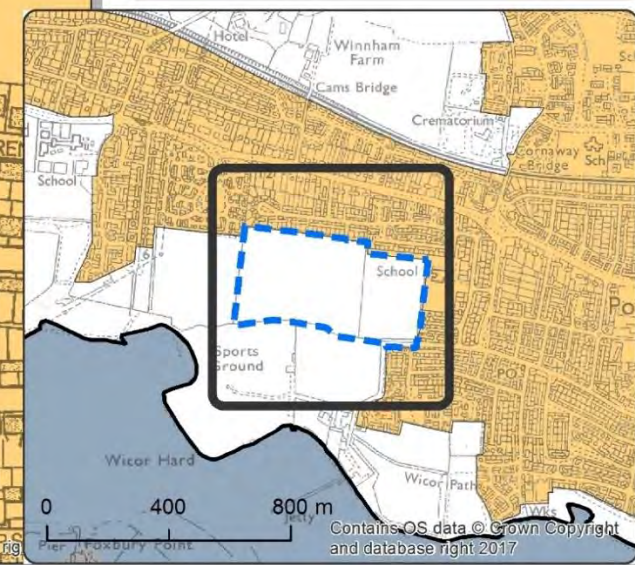
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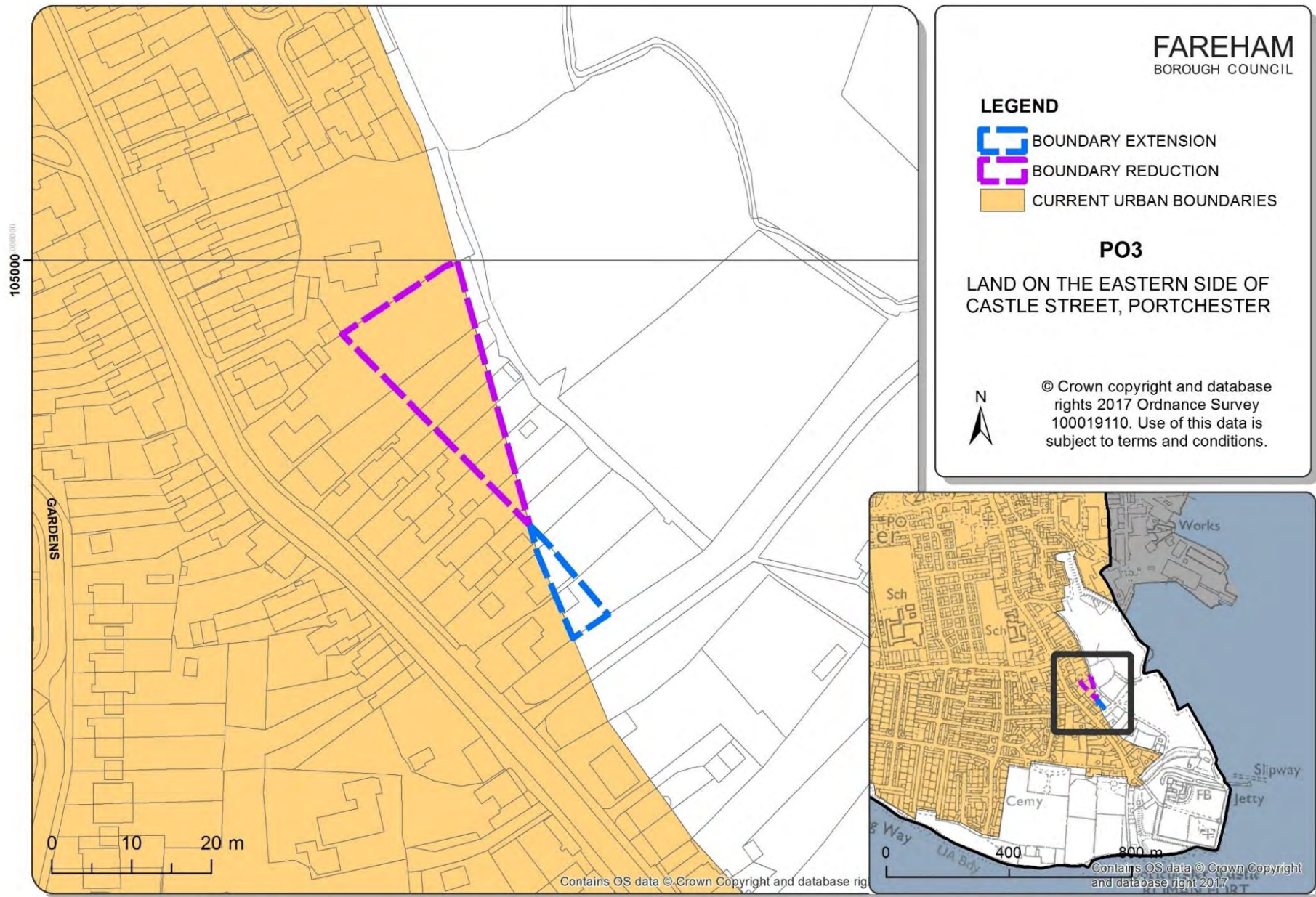
P02

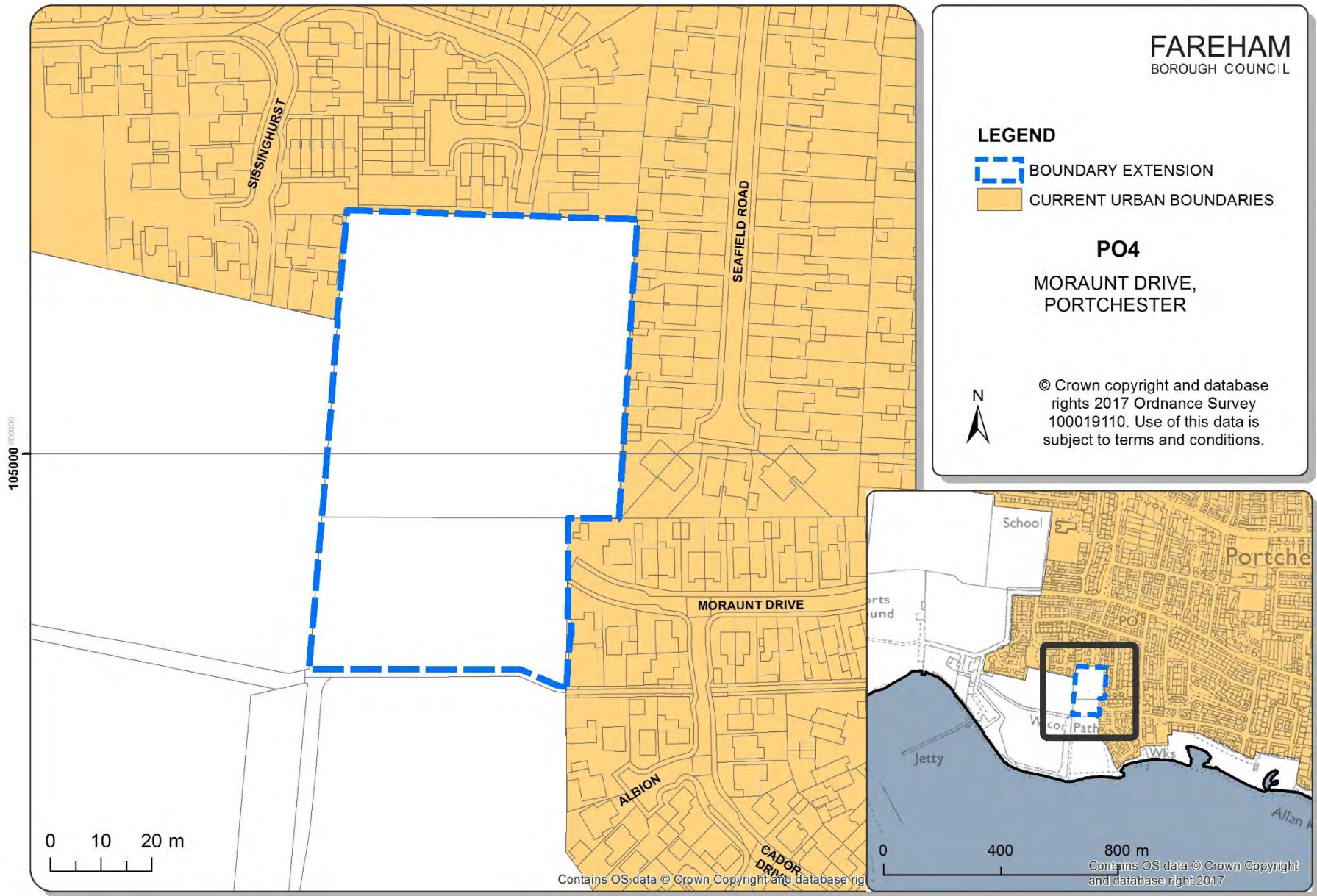
HOUSING ALLOCATION WEST OF
CRANLEIGH ROAD AND SOUTH
OF ROMSEY AVE,



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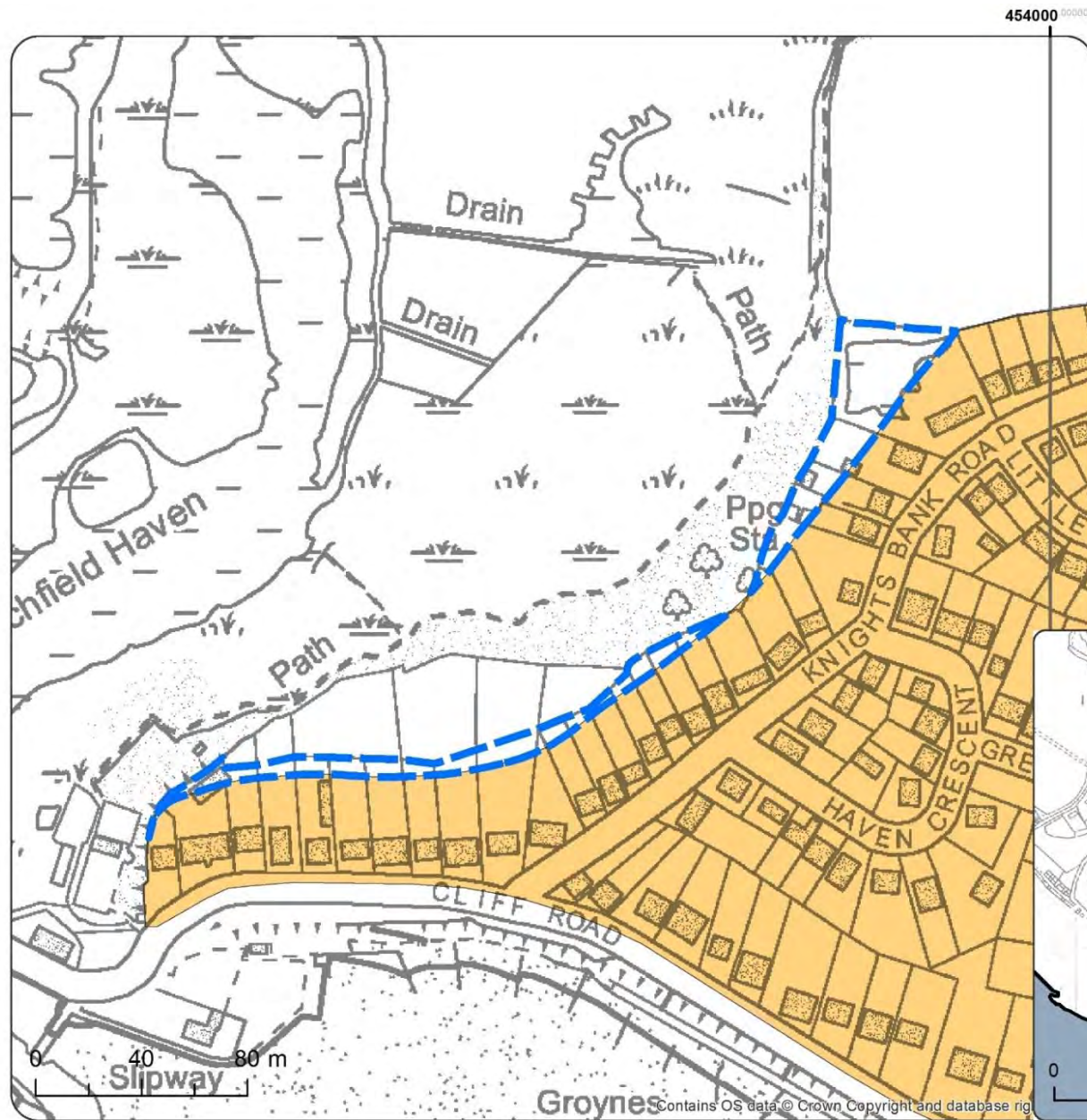






Stubbington & Hill Head

Ref.	Location	Criteria	Action	Reason for Change
SH1	Land at Cliff Road and Knights Bank Road	a) and f)	Amendment to the urban area boundary	The existing boundary of properties on the western side of Cliff Road and Knights Bank Road is inconsistent and bisects a number of curtilages. Requires amendments to the urban area boundary to ensure a consistent approach.
SH2	Land to the rear of 21 Knights Bank Road	g)	Minor amendment to the urban area boundary	A small section of the existing urban area boundary that goes beyond the curtilage of 21 Knights Bank Road, and therefore the boundary needs to be reduced to ensure a consistent approach.
SH3	Land west of Old Street, Stubbington	a) and d)	No change.	Old Street generally forms a strong permanent boundary to the urban area of Stubbington and therefore an extension of the boundary is not justified in this instance. In addition, the land falls within an area of high landscape sensitivity and protrudes into the strategic gap.
SH4	Land at Farmhouse Close	a) and f)	Minor amendment to the urban area boundary.	The domestic curtilage of the properties at Farmhouse Close and Lychgate Green are considered visually well related to the existing urban area. In addition, Titchfield Road and Ranvilles Lane form a strong permanent boundary to the urban area.
SH5	Land at Stroud Green Lane	a) and f)	Minor amendment to the urban area boundary.	The domestic curtilage of both properties are contained and considered visually well related to the existing urban area.
SH6	Land adjacent to Seascape, Crofton Avenue	a) and d)	Minor amendment to the urban area boundary	Existing boundary includes a small field adjacent to the domestic curtilage of Seascape. The field is visually part of the countryside and therefore a reduction in the boundary is required to remove the field from the urban area.



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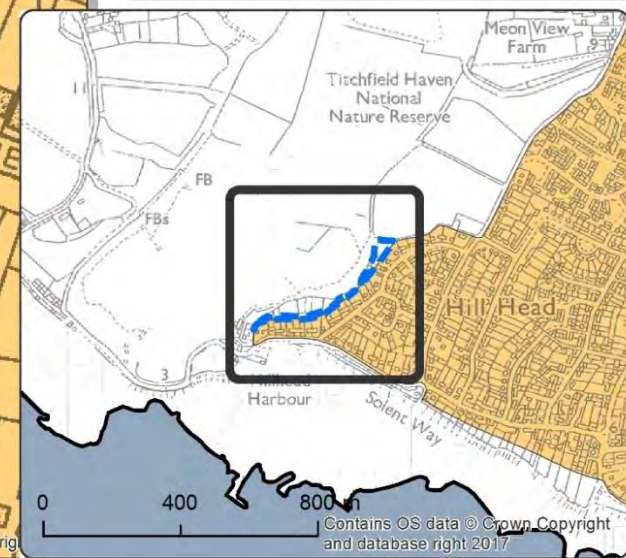
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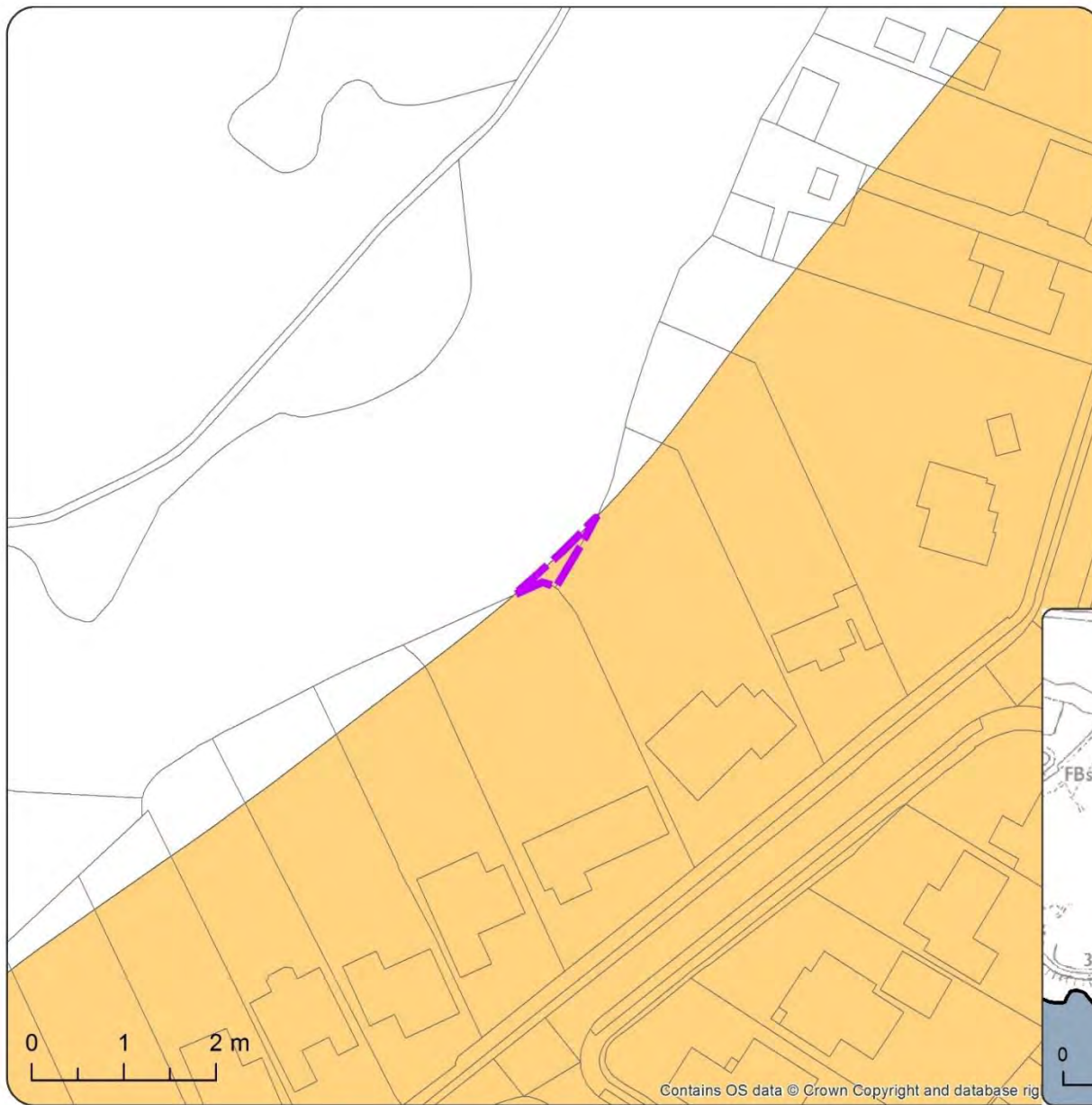
- BOUNDARY EXTENSION
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SH1

KNIGHTS BANK ROAD AND CLIFF ROAD, FAREHAM

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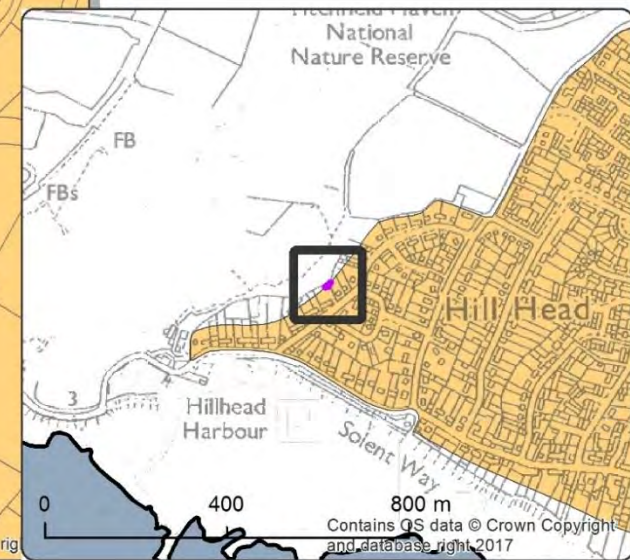
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- CURRENT URBAN BOUNDARIES

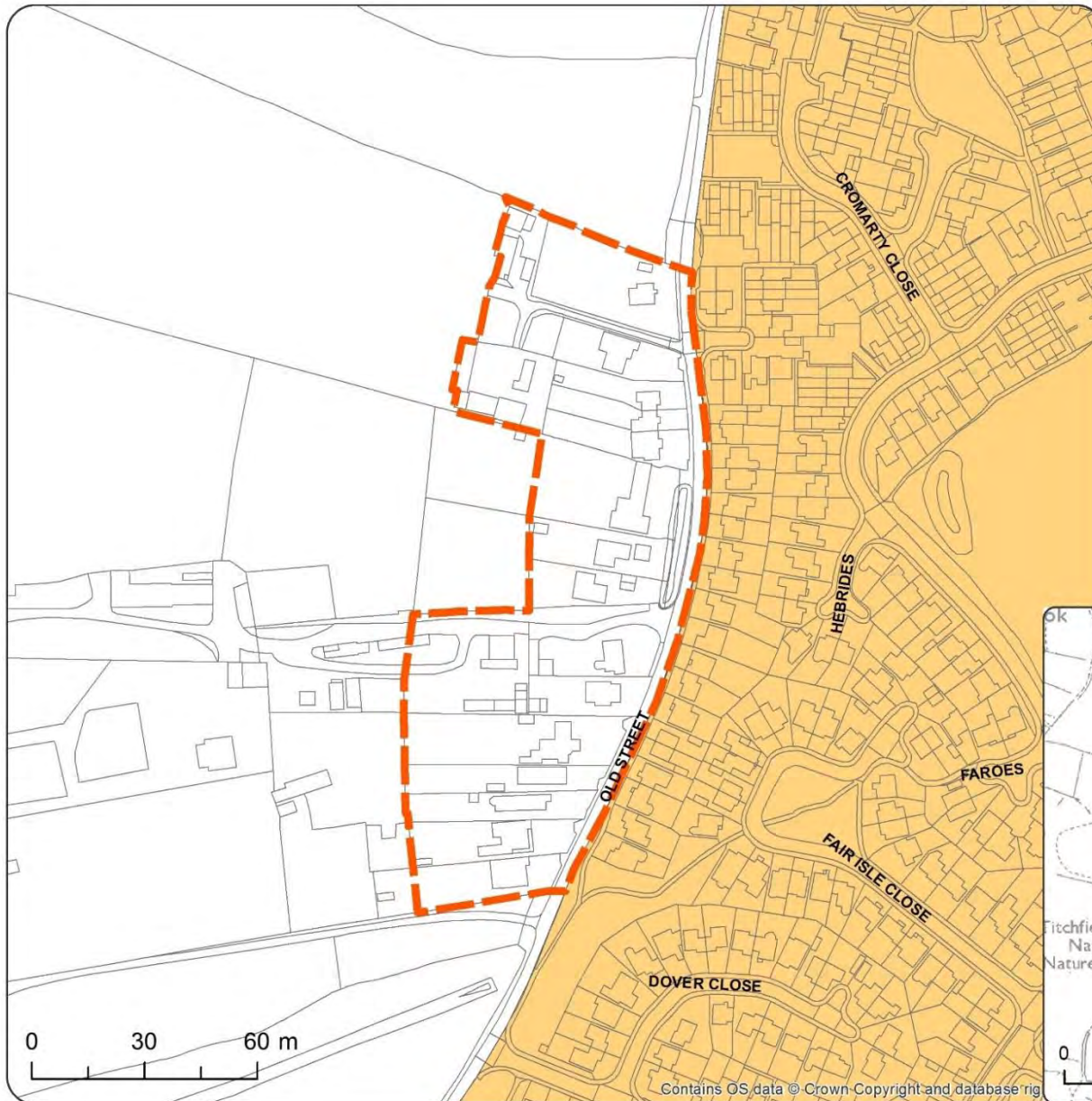
SH2

LAND TO REAR OF 21 KNIGHTS
BANK ROAD, FAREHAM

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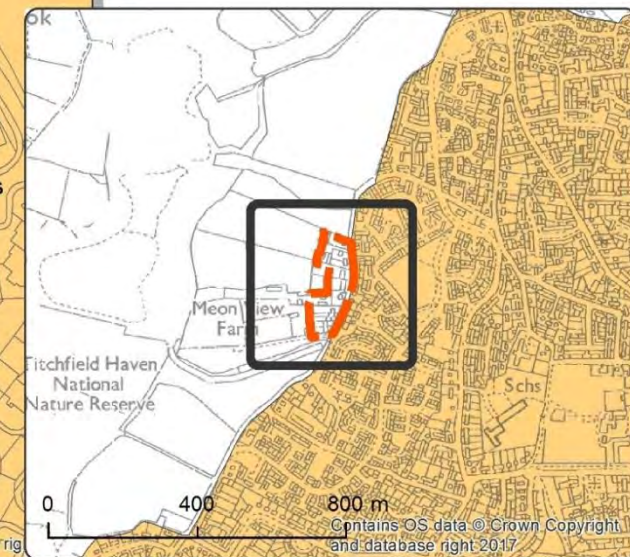
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- CURRENT URBAN BOUNDARIES

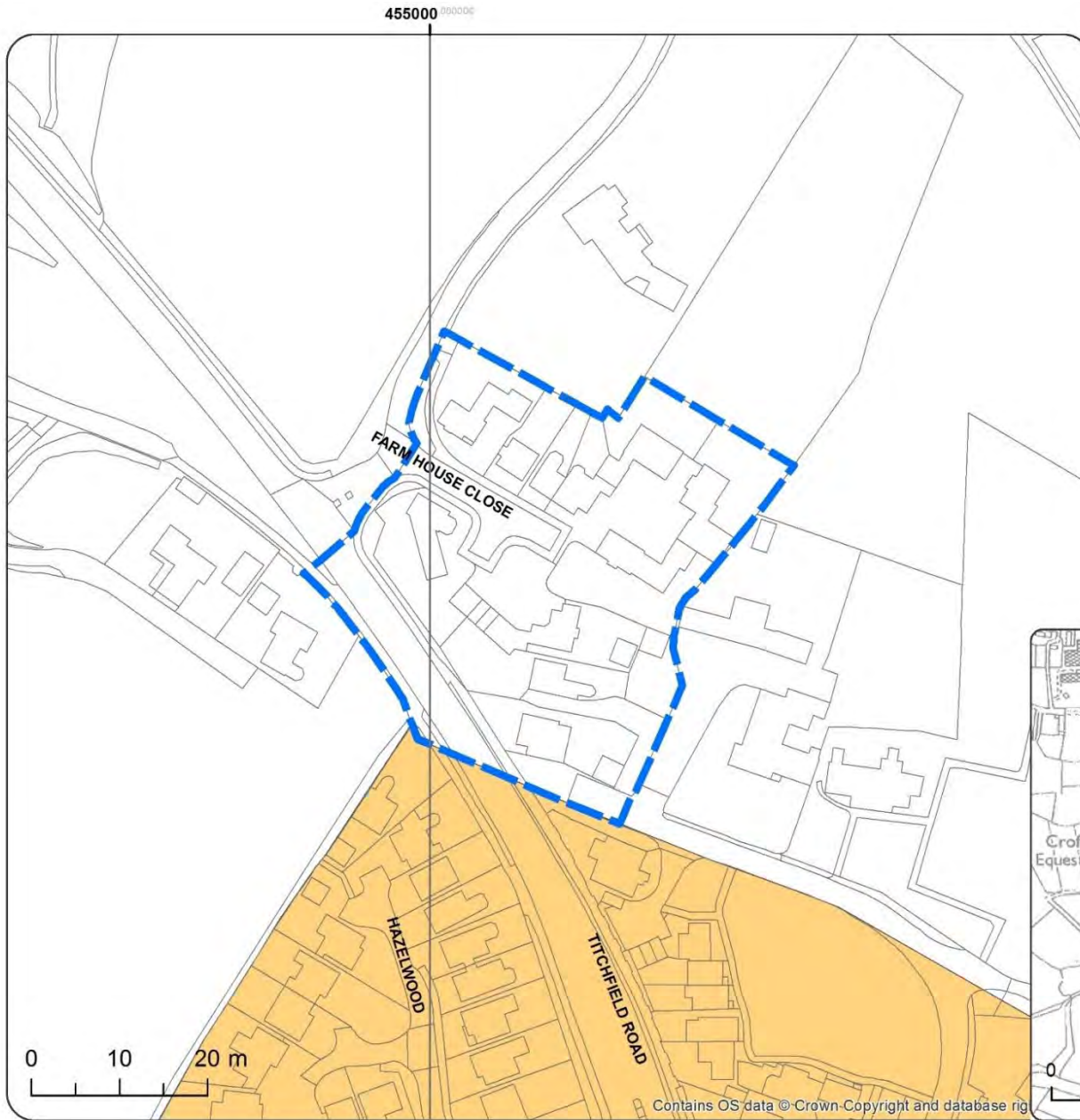
SH3

LAND WEST OF OLD STREET,
STUBBINGTON

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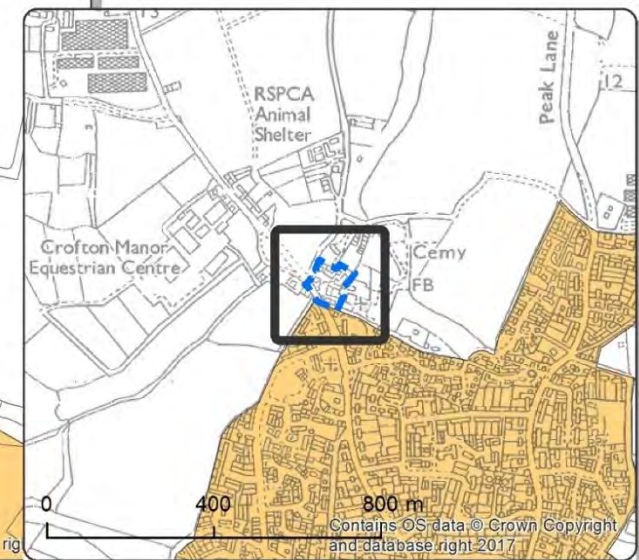
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- BOUNDARY EXTENSION
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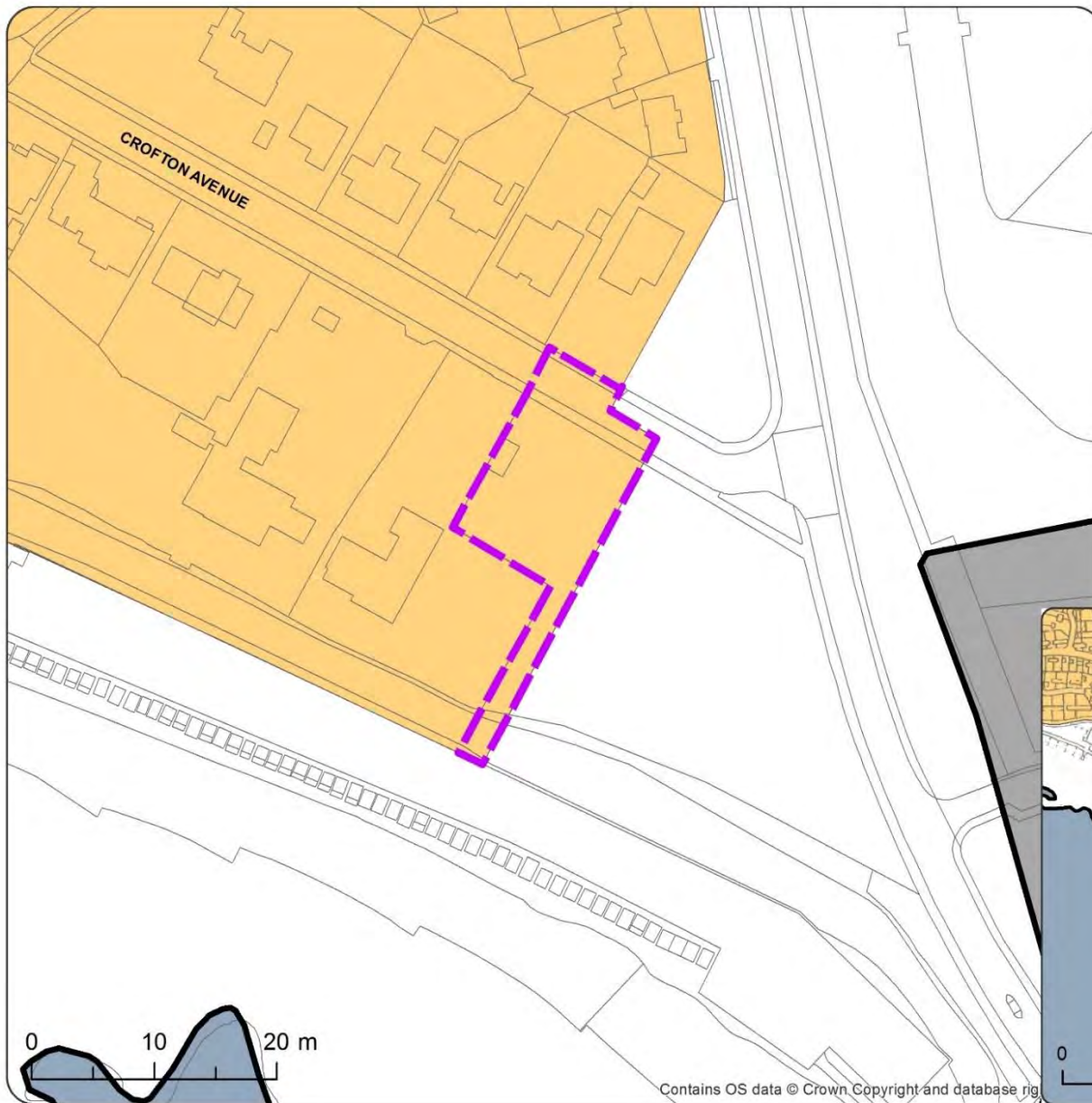
SH4
FARMHOUSE CLOSE, FAREHAM

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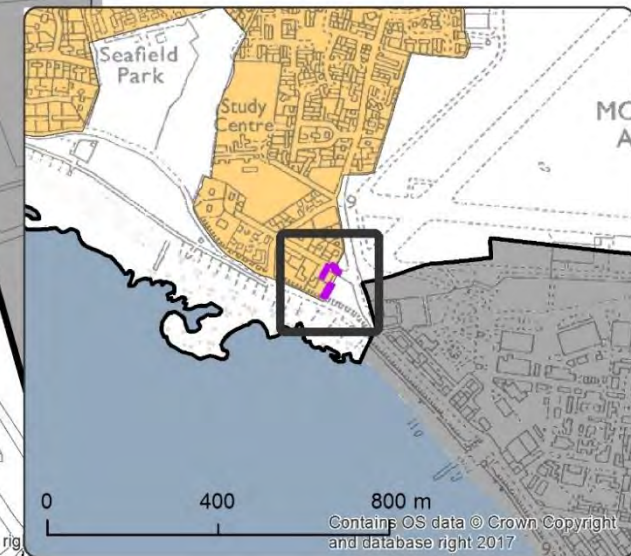
- BOUNDARY REDUCTION
- CURRENT URBAN BOUNDARIES

SH6

LAND ADJACENT TO SEASCOPE,
CROFTON AVENUE

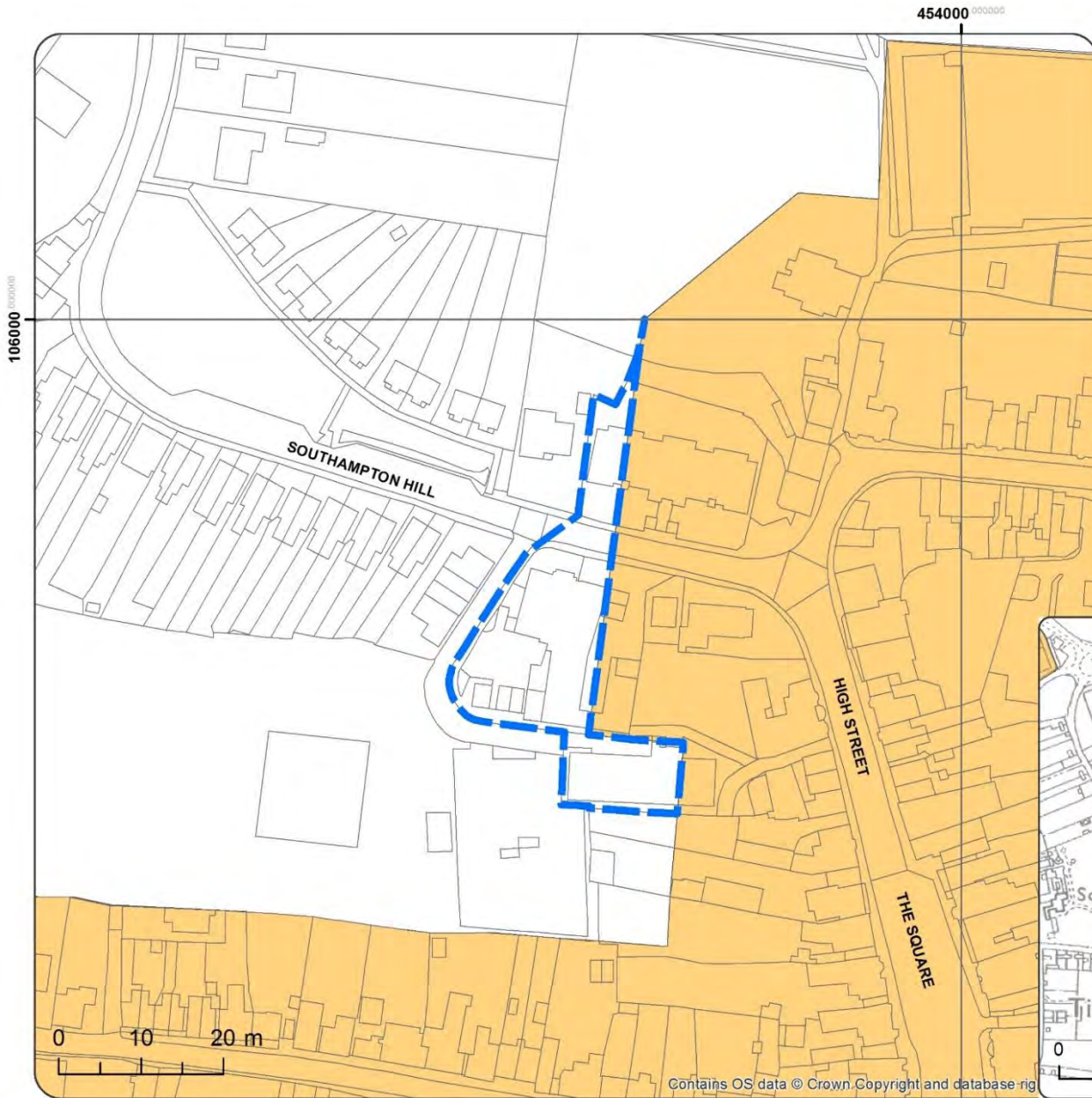
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Titchfield

Ref.	Location	Criteria	Action	Reason for Change
T1	Land at Southampton Hill	e) and g)	Amend boundary to include the remaining parts of the two existing dwellings, and the remaining part of the doctor's surgery.	The existing urban area boundary cuts through the existing dwelling to the north of Southampton Hill and the Jubilee Surgery. In addition, the building to the north is the subject of a recently completed prior approval (P/14/0533/PC). Therefore, amendment is required to ensure there is a consistent approach to defining the boundary.



FAREHAM BOROUGH COUNCIL

LEGEND

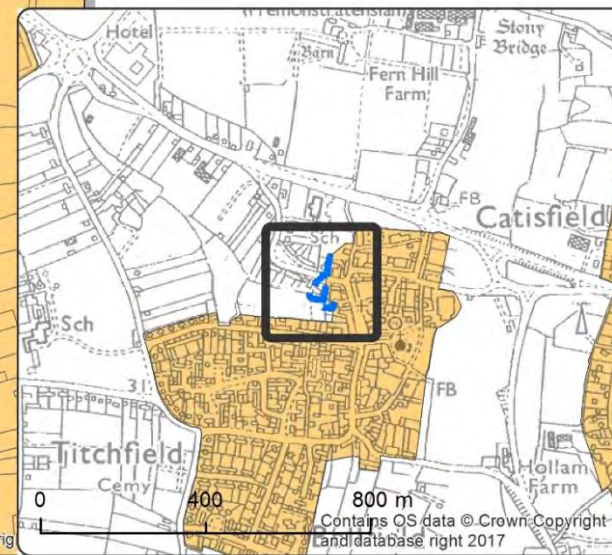
-  BOUNDARY EXTENSION
-  CURRENT URBAN BOUNDARIES

T1

LAND AT SOUTHAMPTON HILL,
FAREHAM



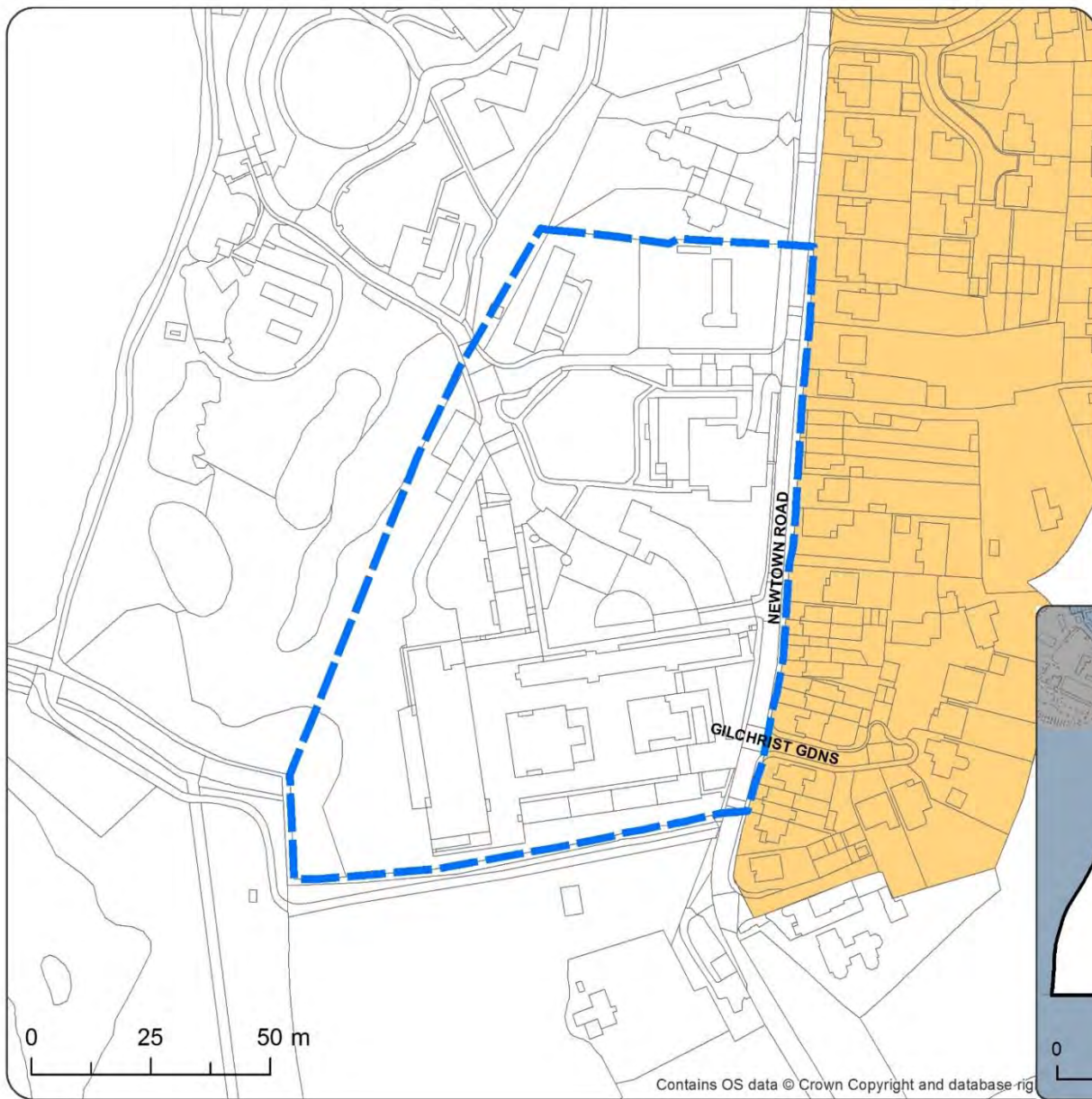
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Western Wards



Ref.	Location	Criteria	Action	Reason for Change
WW1	Warsash Maritime Academy	c) and e)	Amend boundary to include proposed housing allocations at WW1 (HA7), WW2 (HA1), WW3 (HA15, HA17 and HA26) and WW4 (HA3 and HA13)	Sites are proposed for housing in the Draft Local Plan 2036 and therefore require to be included within the urban area. In addition part of the amendment referenced as WW4 is the subject of a recently obtained planning permission (P/13/0574/FP) and should be included within the boundary as it is an extension to an existing facility.
WW2	North and South of Greenaway Lane			
WW3	Land North of Beacon Bottom and West of Botley Road, Park Gate			
WW4	Land around A27 and Primate Road, Segensworth			
WW5	Land at Coldeast Hospital (Rothschild Drive and Jellicoe Drive)	e)	Amend boundary to include residential development at Coldeast.	The boundary requires amendment at Coldeast Hospital to account for the planning permission for 168 dwellings that was granted planning permission in April 2013 (P/12/0299/FP). The area within the boundary amendment includes the residential development that has now been built out and areas of open space protected under Policy CF6 of the Fareham Local Plan 2036.
WW6	Brookfield Community School	a) and g)	Amend boundary to include the remaining school buildings on site.	Requires amendment to correct a previous error as the existing urban area boundary cuts through 3 of the school buildings on the campus.
WW7	Land adjacent to Sherwood Gardens	a) and f)	Minor amendment to boundary	Requires a reduction to the existing urban area so the boundary runs along Sherwood Gardens. The amendment ensures consistency with defining the urban area boundary.
WW8	19 Brook Avenue	a) and f)		The domestic curtilage of 19 Brook Avenue is considered visually well related to the existing urban area. Therefore, amendment to the boundary is required to

				ensure consistency.
WW9	Land at 50 Newtown Road, Warsash	a) and g)	Amend boundary to include the remaining part of the dwelling.	Requires amendment to correct a previous error as the existing urban area boundary cuts the existing dwelling and associated annex building.



FAREHAM BOROUGH COUNCIL

LEGEND

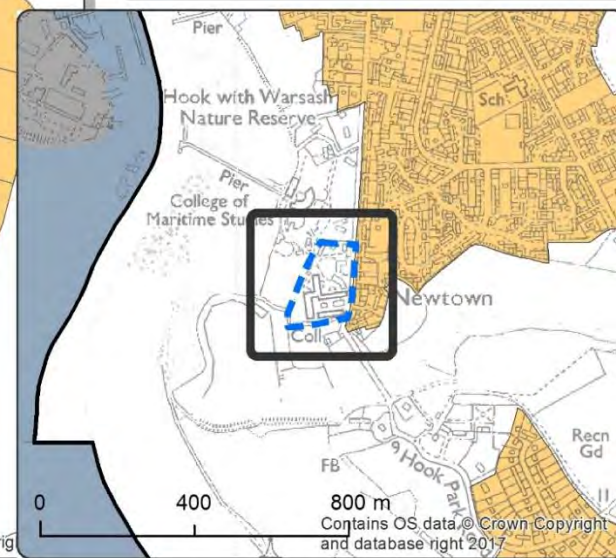
-  BOUNDARY EXTENSION
-  CURRENT URBAN BOUNDARIES

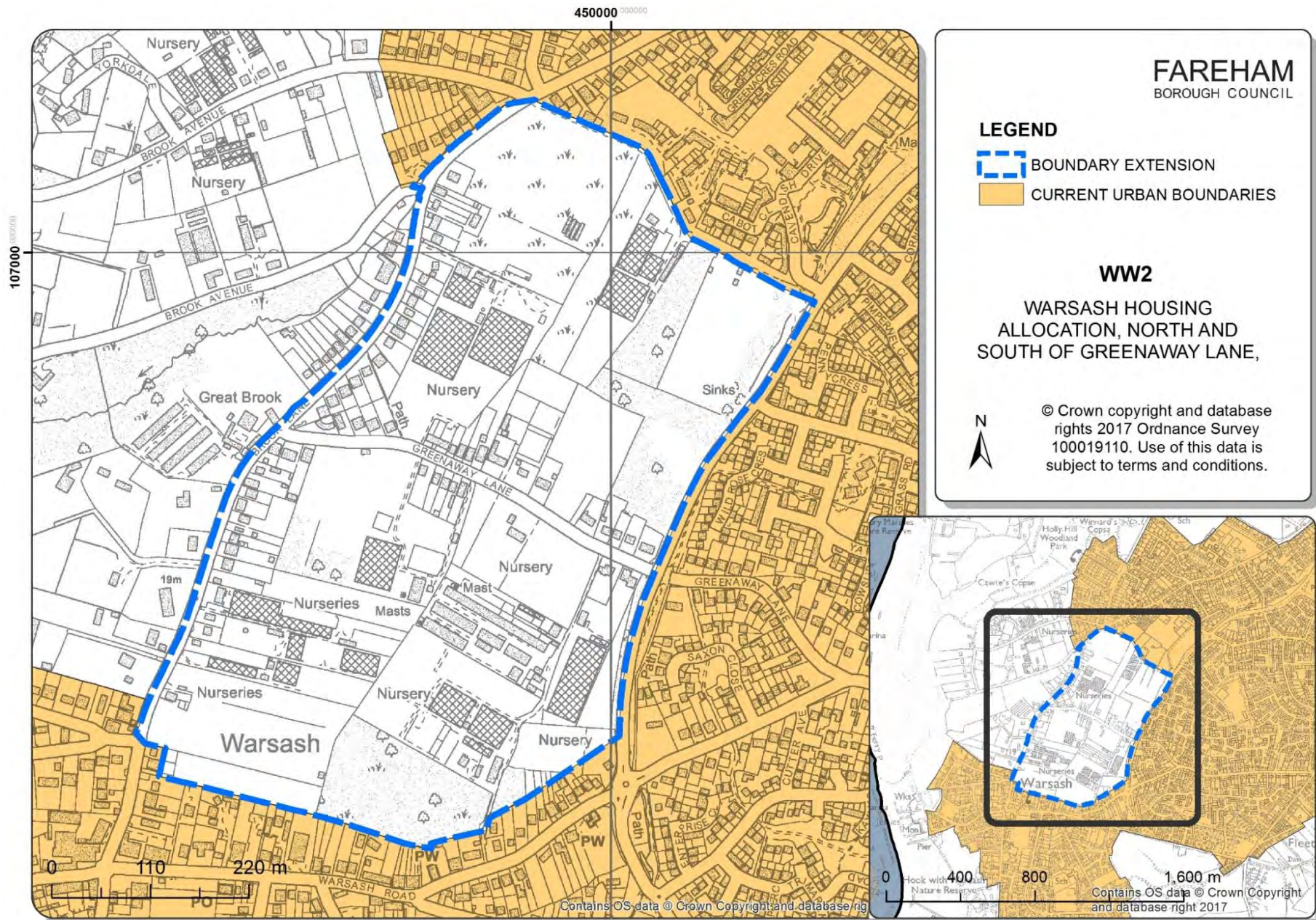
WW1

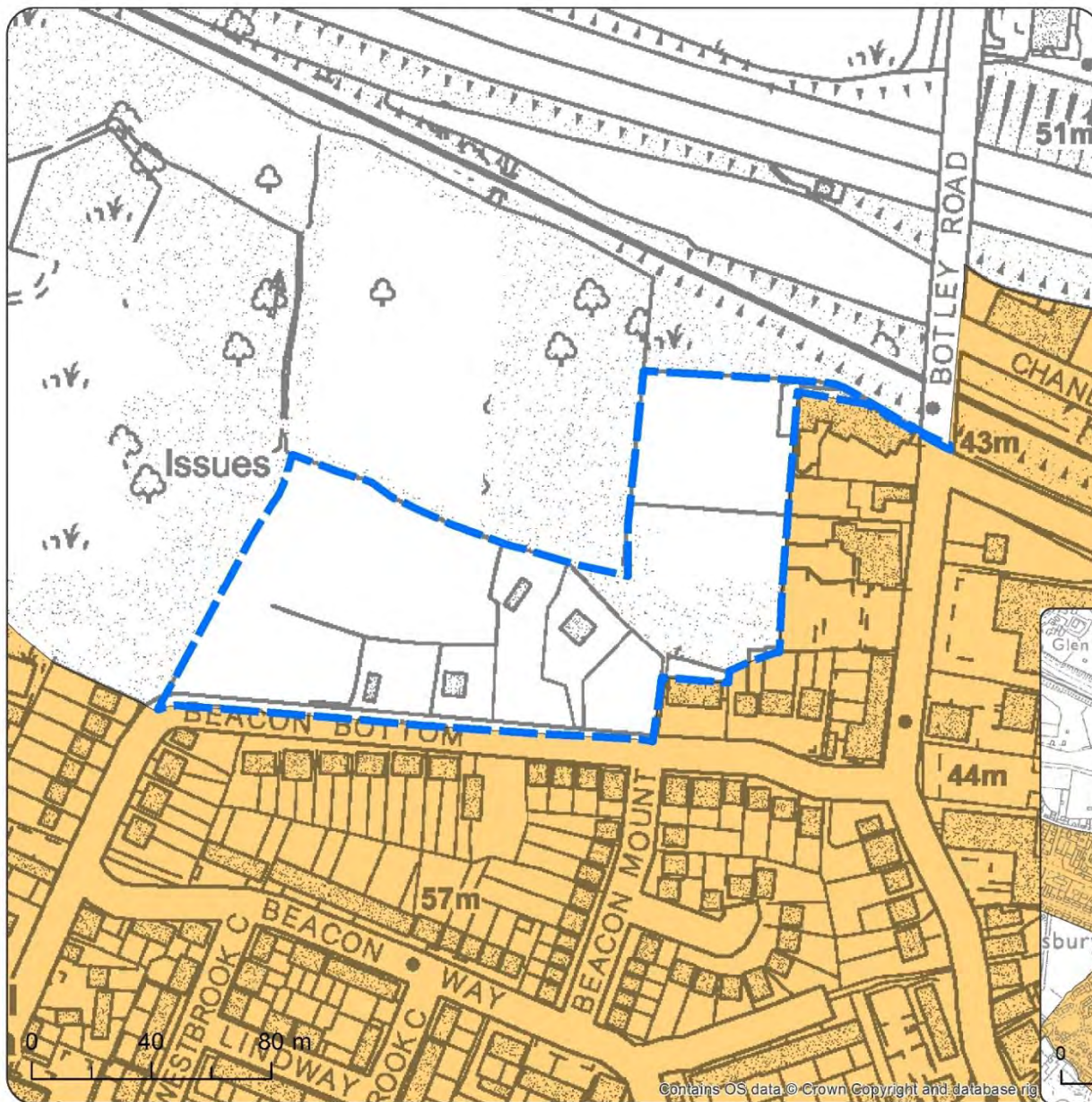
WARSASH ACADEMY HOUSING ALLOCATION, WARSASH



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LEGEND

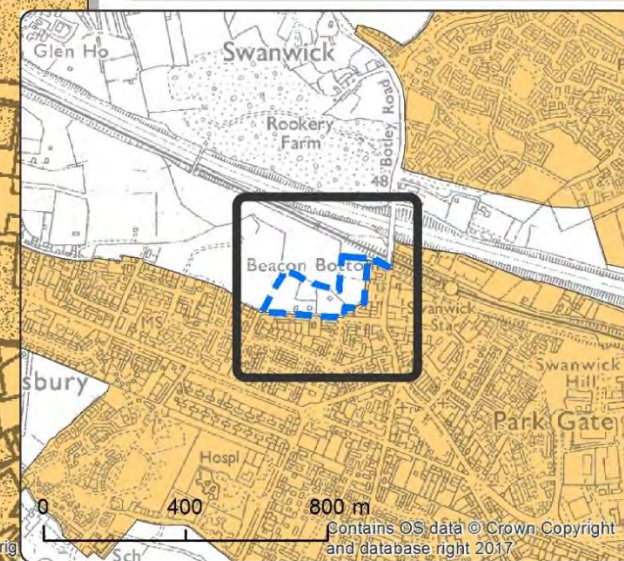
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-  CURRENT URBAN BOUNDARIES

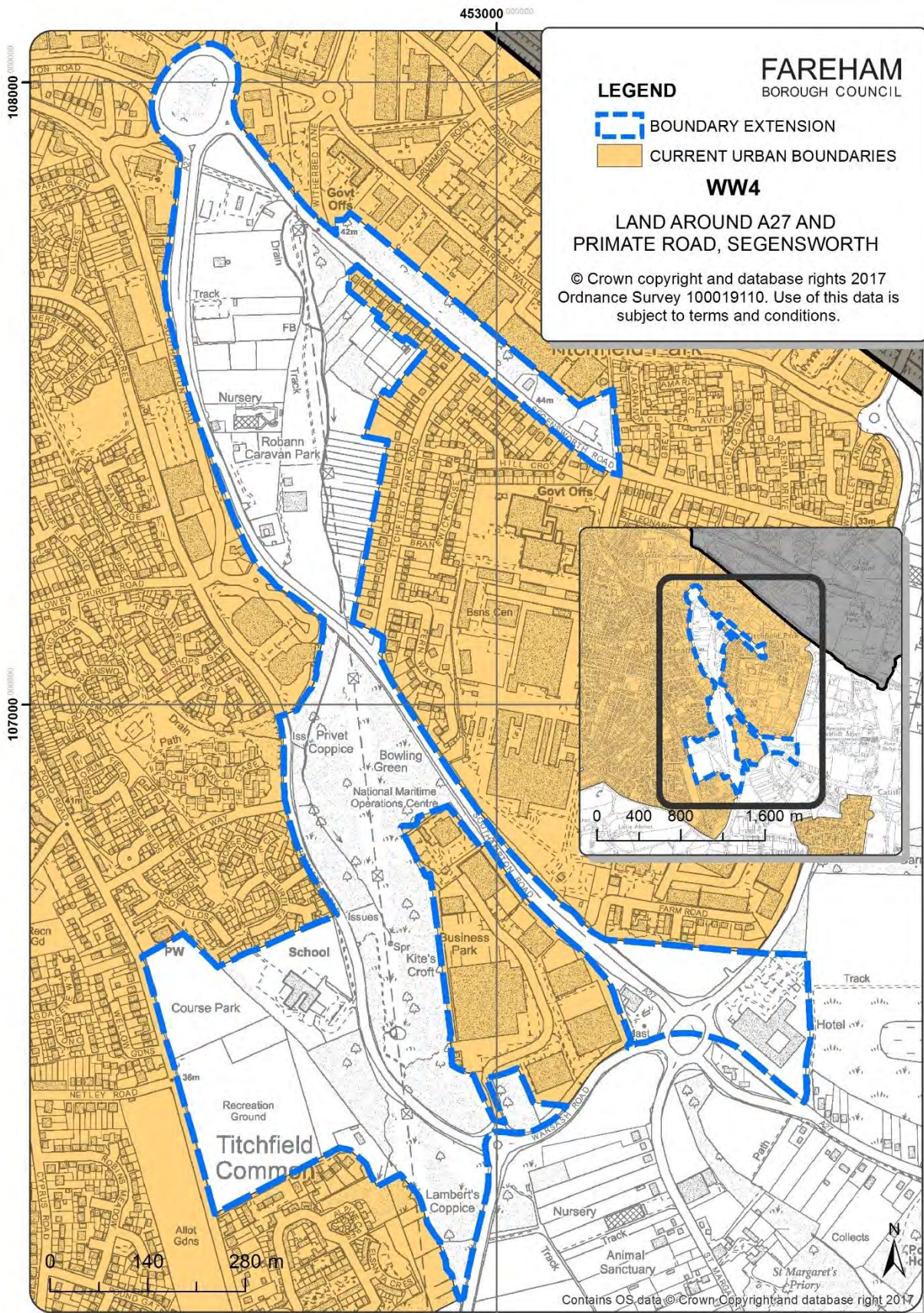
WW3

LAND NORTH OF BEACON
BOTTOM AND WEST OF BOTLEY
ROAD, PARK GATE

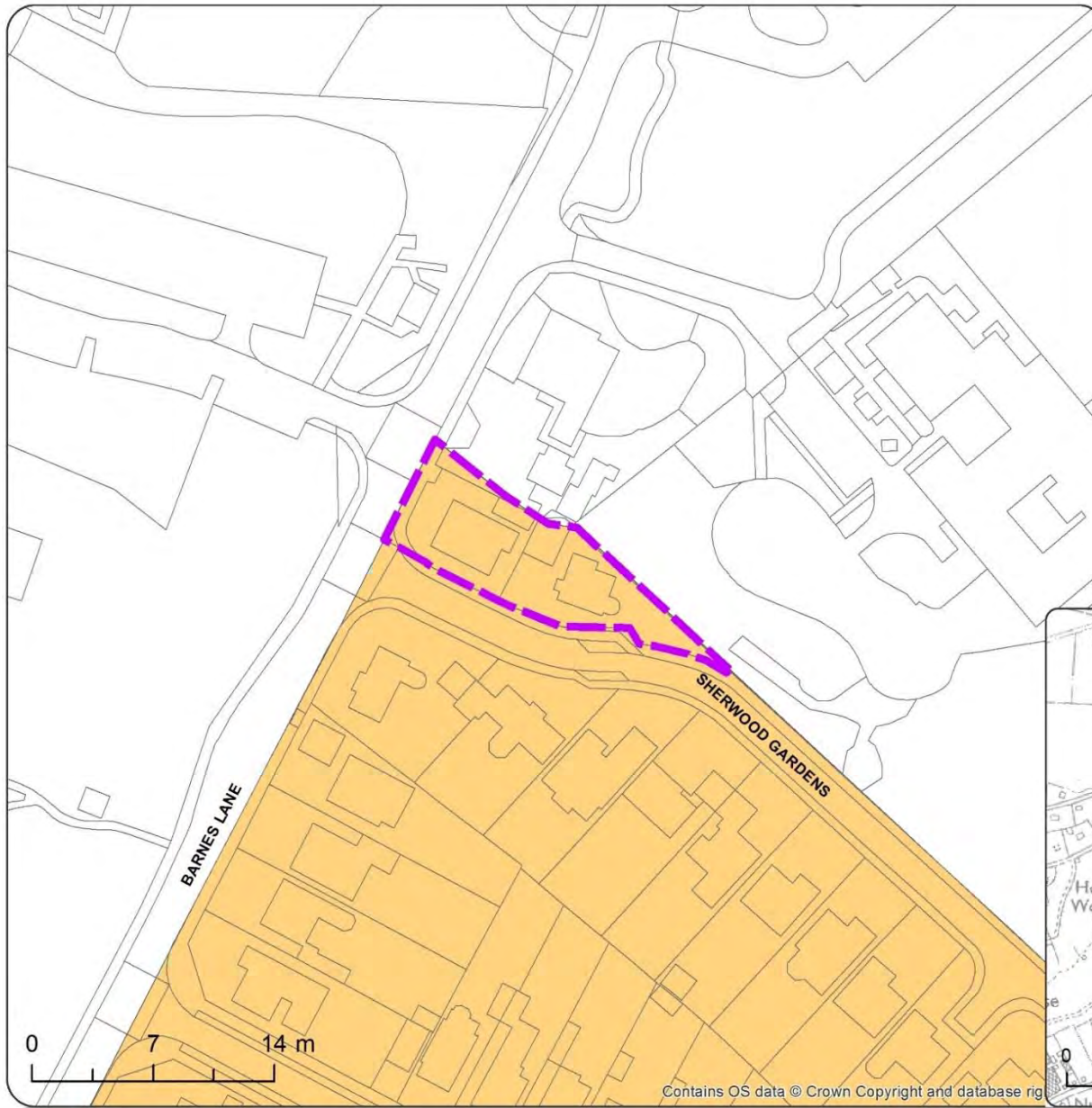


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







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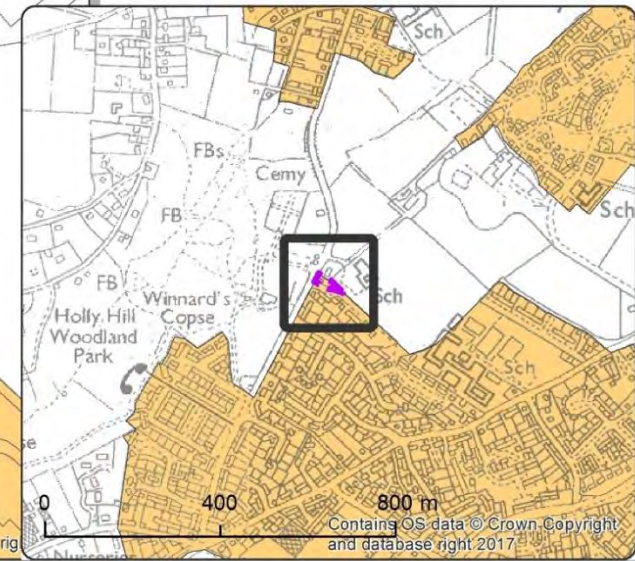
-  **BOUNDARY REDUCTION**
-  **CURRENT URBAN BOUNDARIES**

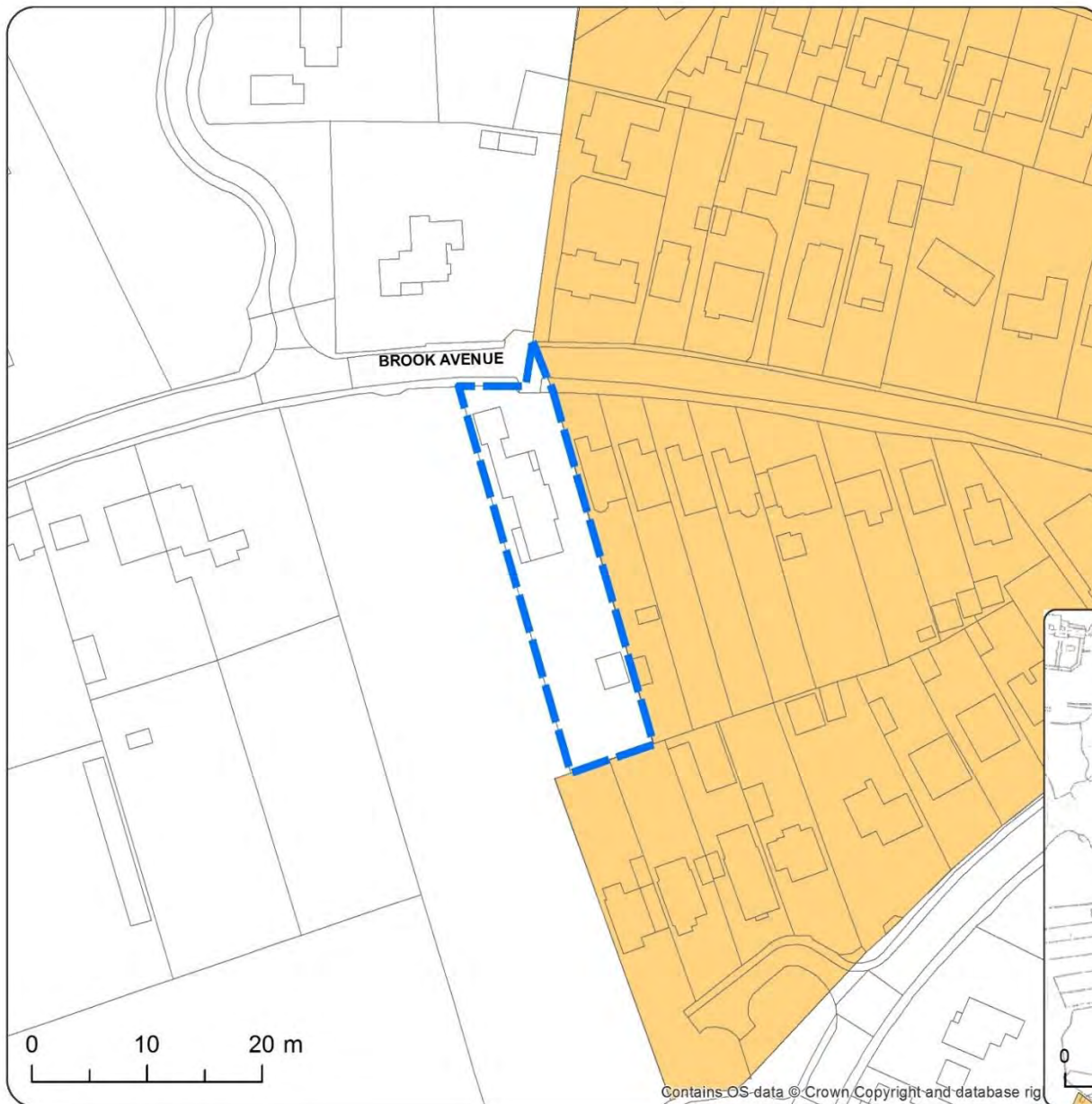
WW7

**1 & 3 SHERWOOD GARDENS,
SARISBURY GREEN**



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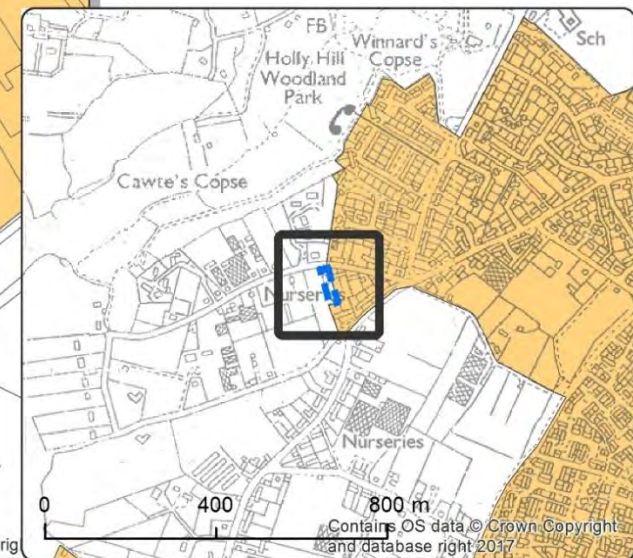
FAREHAM
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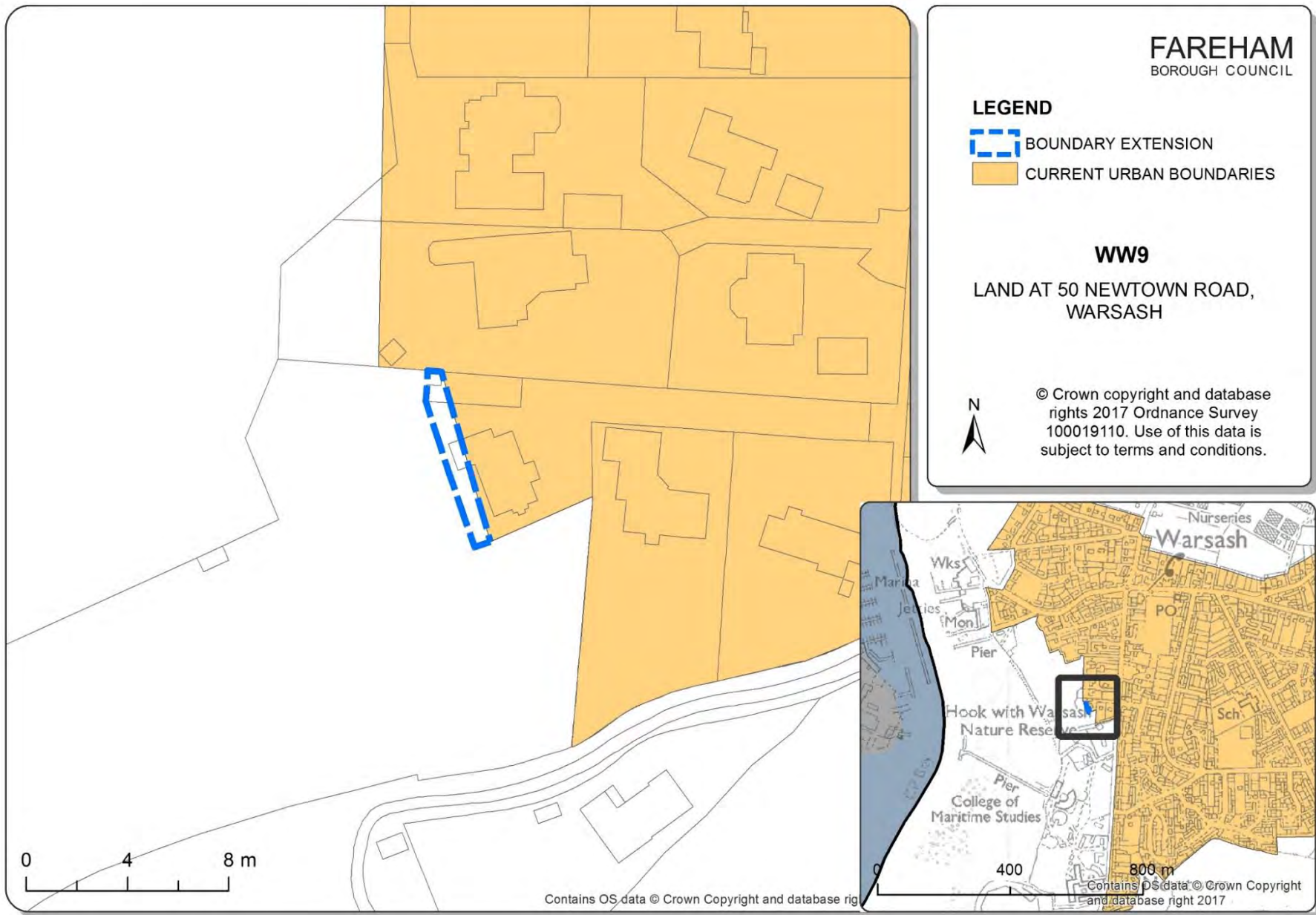
LEGEND

- BOUNDARY EXTENSION
- CURRENT URBAN BOUNDARIES

WW8
19 BROOK LANE, WARSASH

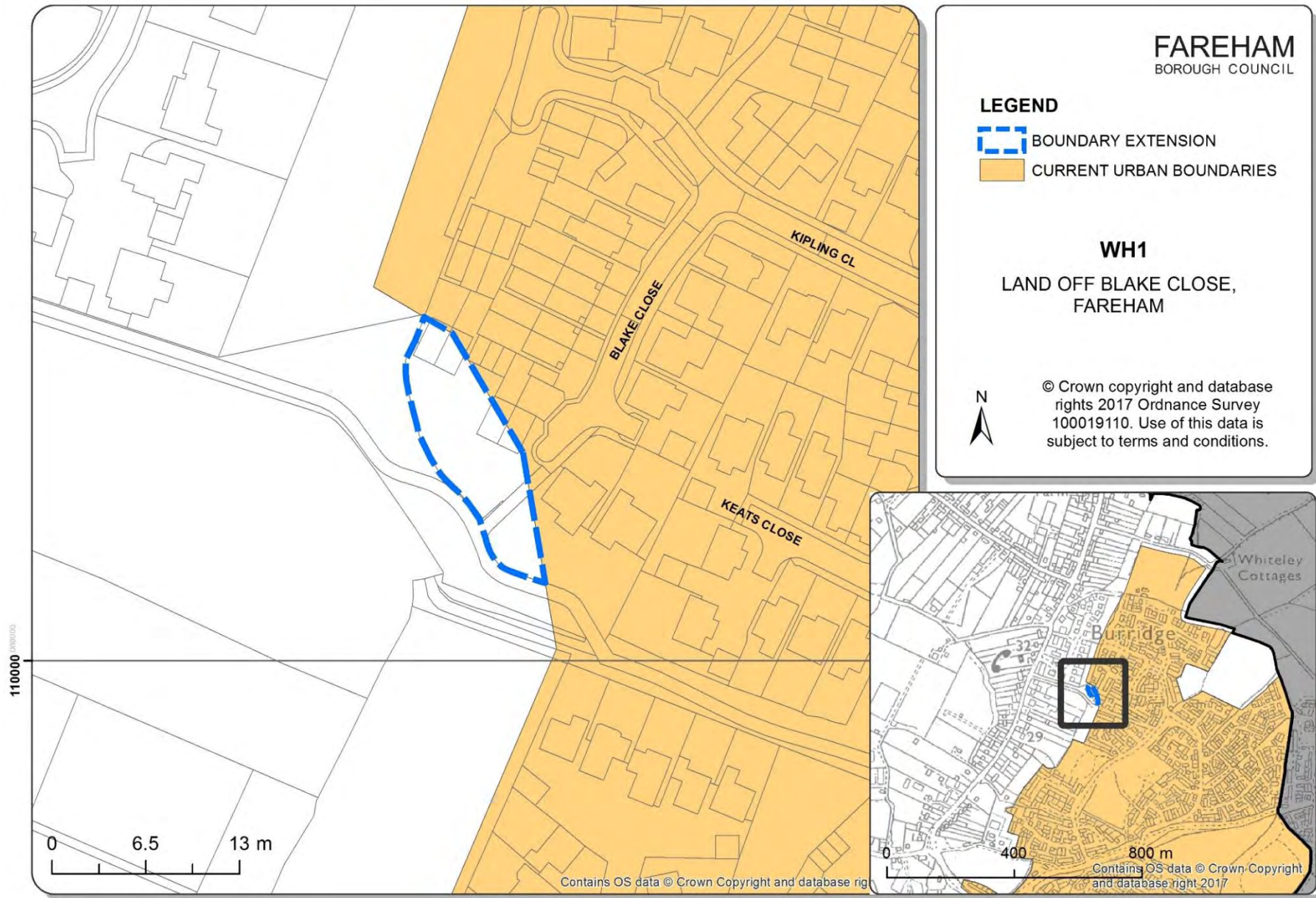
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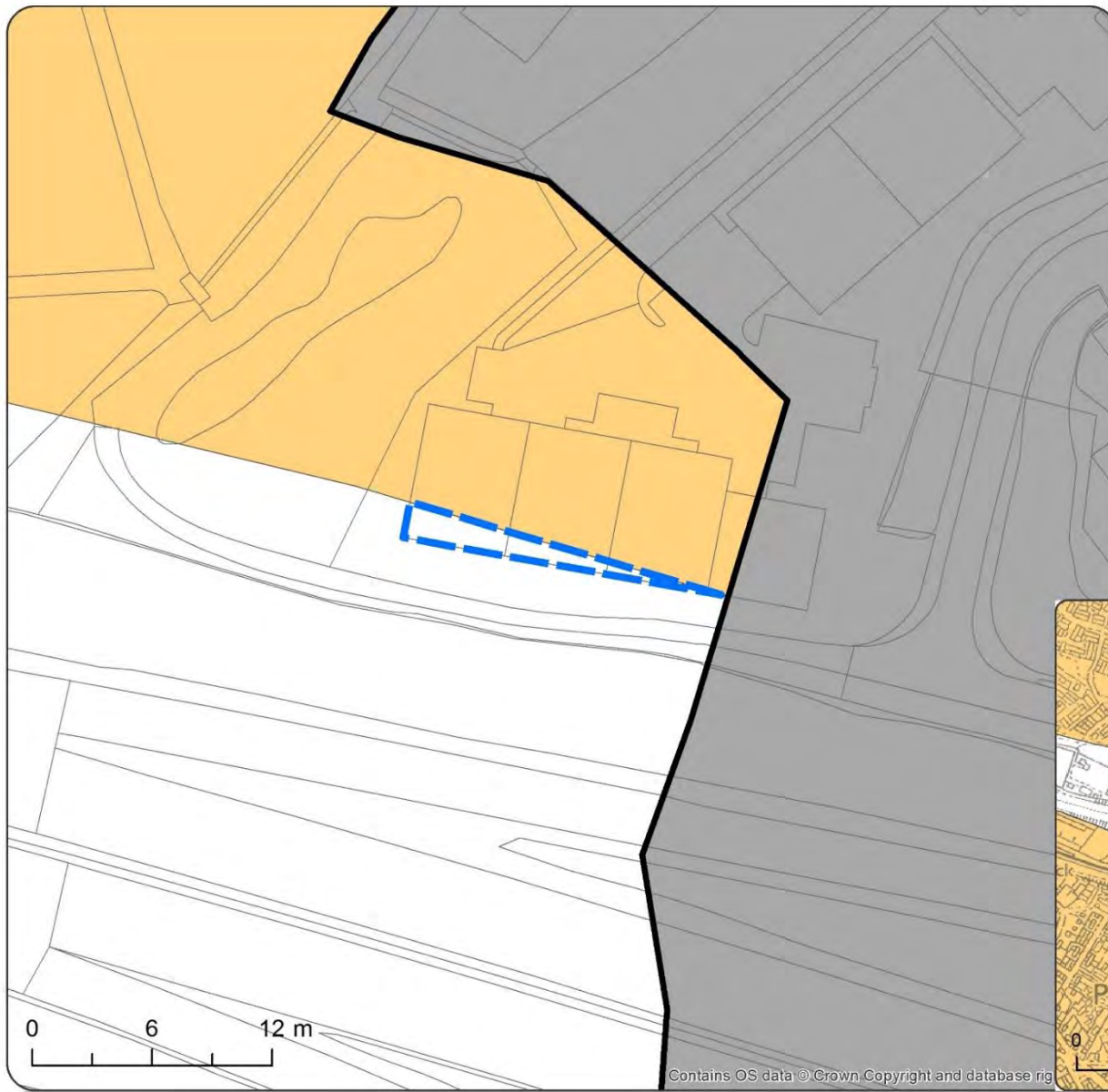




Whiteley

Ref.	Location	Criteria	Action	Reason for change
WH1	Land off Blake Close	g)	Amend boundary to include the remaining area of the two dwellings	The existing urban area boundary cuts through two dwellings on the edge of Blake Close.
WH2	Land at Fulcrum 1, Solent Way	g)	Amend boundary to include the remaining part of the Fulcrum 1 unit.	Requires amendment to correct a previous error in respect of the boundary line that bisects the existing building that forms part of an existing employment allocation.
WH3	Burridge	b)	No change	The inclusion of Burridge within the urban area boundary would allow for backland development. In addition, during the LPP2 examination both the Council and inspector concluded in his report ² that Burridge would not be appropriate to be included within the urban area as it is considered to constitute 'ribbon' development and does not contain essential services and facilities that you would expect from an established urban area.





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LEGEND

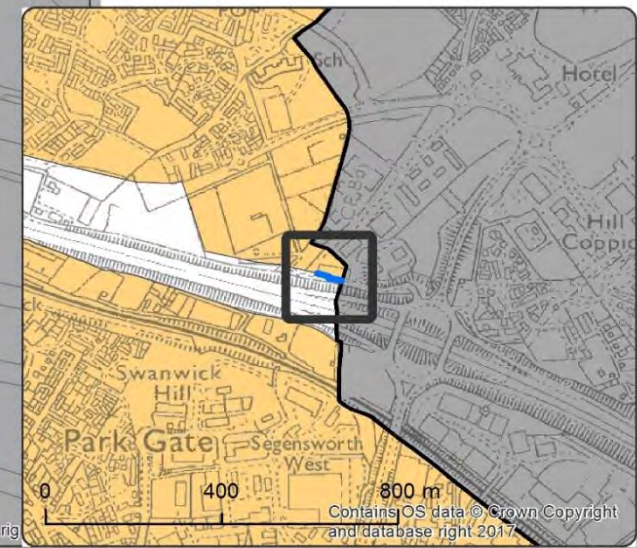
- BOUNDARY EXTENSION
- CURRENT URBAN BOUNDARIES

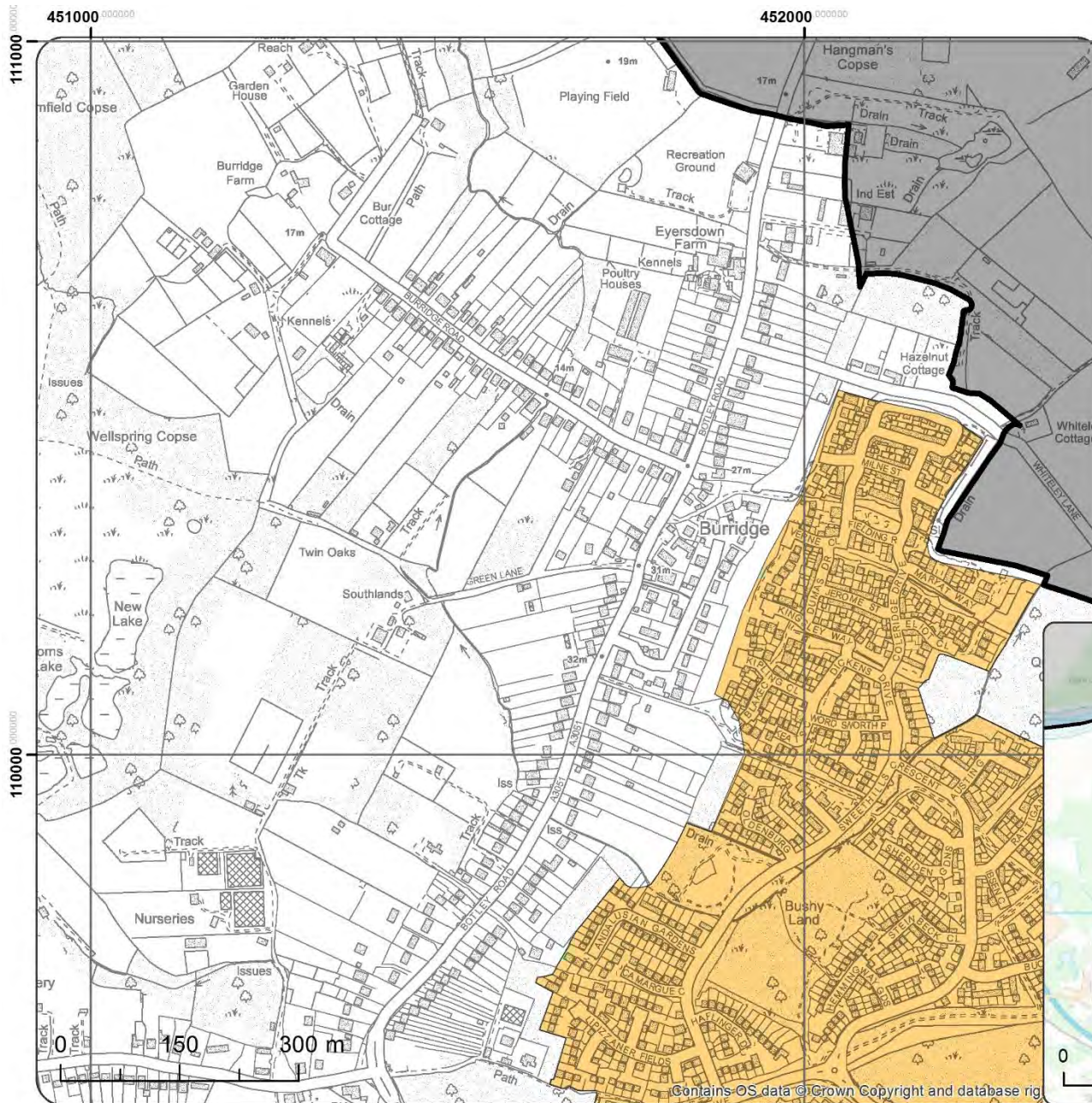
WH2

LAND AT FULCRUM 1, SOLENT WAY, WHITELEY

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FAREHAM
BOROUGH COUNCIL

LEGEND

WHITELEY URBAN BOUNDARY

WH3
BURRIDGE

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